# Civil Service Journal

Vol. 6 No. 2 *October–December 1965*

The back-up team that ... outside "the walk" possible . . .

Story on page 13.

UNITED STATES CIVIL SERVICE COMMISSION

VOLUME 6 NUMBER 2

# Civil Service Journal

Volume 6 Number 2

October–December 1965


CONTENTS


*Special Feature*

| | Page |
|---|---|
| EVA—A Team Effort | 13 |

*Articles*

| | |
|---|---|
| The New Civil Service Board System | 1 |
| New Goals for EEO by John W. Macy, Jr. | 2 |
| The Manager and Employee Health by Nicholas J. Oganovic | 6 |
| Improving Our Service to the Public by Irving Kator | 8 |
| Investment in Youth | 16 |
| Government's Science Exhibit | 26 |

*Departments*

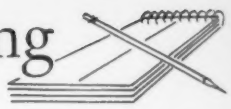
| | |
|---|---|
| Recruiters Roundup | 7 |
| Quotable | 12 |
| The Awards Story | 18 |
| A Look at Legislation | 20 |
| Legal Decisions | 23 |
| Training Digest | 24 |
| Shelf-Help | 28 |



*U.S. Civil Service Commission*

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
*Executive Director*


# Worth Noting



ROCKEFELLER PUBLIC SERVICE AWARDS for 1965 were presented in Washington on December 8 to five Federal career men and one woman. Following a welcome by the founder of the awards program, John D. Rockefeller 3d, Princeton University President Robert F. Goheen presented the $10,000 awards to: Bertrand M. Harding, Deputy Commissioner, Internal Revenue Service; U. Alexis Johnson, Deputy Under Secretary of State; Margaret G. Arnstein, Senior Nursing Advisor for International Health, U.S. Public Health Service; Huntington Cairns, Secretary, Treasurer and General Counsel, National Gallery of Art; Robert F. Keller, General Counsel, General Accounting Office; and Dr. William B. McLean, Technical Director, U.S. Naval Ordnance Test Station, China Lake, Calif.

Vice President Humphrey then delivered the principal address in which he paid tribute to the high caliber of today's public servants. The award recipients, he said, exemplified that quality.

COMPETITIVE TESTS will be given for appointment to most summer jobs in Government in 1966. The plan provides for a broader geographical distribution of summer appointments in the Washington area, with priority being given to applicants residing outside Maryland, Virginia, and the District of Columbia. The objective, in addition to merit staffing, is to bring into Washington highly qualified young people from all over the Nation to gain the broadening experience of summer employment in a Federal job in Washington.

NEGRO CAREER EXECUTIVES have been appointed to two newly created positions on the Civil Service Commission staff. James R. Poole was selected from within the Commission to be Director of Youth Opportunity Programs in the Federal service. Anthony M. Rachal, Jr., transferred from the Labor Department to become Special Assistant to the Chairman for Equal Employment Opportunity to help carry out the Commission's new responsibilities under Executive Order 11246.

RAYMOND JACOBSON, former chief of CSC's Standards Division, has been named director of the new Interagency Boards program (see article, page 1.) His successor as Standards chief is Sam Leff, who has been Mr. Jacobson's assistant since 1961.

VOTING EXAMINERS provided by the Civil Service Commission listed 79,278 voters in 32 counties of four Southern States between August 10 and December 14.

(Continued—See Inside Back Cover.)


The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: James C. Spry, Public Information Office, Room 5F07, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C., 20415. Telephone 343–7392 or Code 183, Extension 7392. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C., 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

*Highlights:*

# THE NEW CIVIL SERVICE BOARD SYSTEM

**Interagency boards of civil-service examiners are being established as the initial step in the creation of a modern system of examining that will satisfy the manpower needs of Federal managers and at the same time improve service to the job-seeking public.**

## LOCATIONS

A network of 65 interagency boards will be located strategically throughout the United States, replacing almost all of nearly 700 agency boards of civil-service examiners. Where necessary, a limited number of existing single-agency boards will continue to operate.

There will be at least one board in each State, with two or more boards in the most heavily populated States. At least one board will be located in every major metropolitan center.

The geographic area served by each board will generally follow State lines, but will deviate from such lines where necessary because of labor-market areas that cut across State lines.

A board will be reasonably accessible to every Federal manager who has manpower needs, and to every citizen who wishes to apply for a Federal job.

## COMPOSITION

Each board will be comprised of the top management officials of the principal Federal agencies in the area serviced by the board. These executives will serve as a board of directors.

Board staffs will include an executive officer and such full-time employees as may be needed. Staff members will be employees of the Civil Service Commission, and the executive officer will be responsible to a regional director of the Civil Service Commission. Employees now serving on agency boards will not be affected adversely by the consolidation.

## FUNCTIONS

Interagency boards will have major responsibilities for recruiting, examining, and certifying eligible candidates to agency appointing officers. Their primary concern will be the filling of all wage-board positions and all positions in grades GS–1 through GS–15 of the competitive service.

Each board will provide one-stop job information service in every metropolitan area, eliminating the present need for an applicant to go to several points to get information about Federal jobs that might be open in a general area.

Board officials will interpret and explain Federal manpower needs to private citizens, educators, and organizations concerned with the job-readiness training of disadvantaged citizens, and will seek to obtain the maximum participation of these individuals and groups in the staffing of Federal activities.

Large-scale examinations such as the Federal-Service Entrance Examination will be prepared and announced by the Civil Service Commission. After machine scoring, test results will be turned over to the boards for rating of education and experience, establishment of registers of eligibles, and certifying eligibles for appointment. Tests of less than national coverage will be announced and conducted by the boards.

When the boards are fully operational, the Commission will not maintain any registers.

It is hoped that the boards eventually will play a key role in the interagency placement of Federal employees, thus strengthening promotion opportunities for career employees.

Also, it is hoped that the boards will contribute to the Commission's personnel research program by providing data and serving as a source of experimental efforts to find better ways to evaluate experience and education.

## FUNDING

The Civil Service Act places joint responsibility on the Civil Service Commission and Federal agencies for conducting a merit system. In keeping with this, costs of operating the new interagency boards will be on a proportionate share basis. Under the former system, each agency bore the total cost of operating boards at its installations by assigning its own personnel to operate them.

## TIMETABLE

It is contemplated that the first group of interagency boards will become operational by July 1, 1966, and the remainder by January 1, 1967.

When interagency boards first begin operations, they will not be staffed and equipped to carry out all the functions they will perform when the program is fully operational.

A transition period estimated at a full year will be required for a given interagency board to take over all recruiting and examining functions in its geographic area.

# NEW GOALS for equal employment opportunity

by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

MY THEME is the principal goal of America in this decade—the fulfillment of human rights. Or more precisely, since our business is employment, the fulfillment of the rights of all members of our society to share equally in the opportunities for useful and gainful work. The right to contribute to the Nation's work according to one's innate ability, without regard to race or religion or ancestry, and to be rewarded in equal measure to the contribution.

Last week, the Civil Service Commission assumed a new responsibility assigned by the President, a responsibility to undertake the leadership and supervision of equal opportunity in employment throughout the Government. We are hardly a stranger to this effort.

What, then, is new? What milestone marks the need for new leadership in the Government's program? For more than 20 years the leadership for nondiscrimination and equal opportunity in Government employment has rested in a succession of Presidential committees—all of high purpose and many of impressive achievement. Why, in 1965, has the President assigned this responsibility to the central agency for personnel management in the Government?

President Johnson described the milestone in his remarks to the graduating class at Howard University on June 4 of this year:

> "It is not enough," he said, "just to open the gates of opportunity. All of our citizens must have the ability to walk through those gates.
> "This is the next and most profound stage of the battle for civil rights—not just equality as a right and a theory, but equality as a fact and as a result."

So the goal is equal results. And the milestone is the need to move beyond opportunity—beyond the opening of the door. We need to insure the achievement, not just the promise, of equal employment opportunity for all Americans.

---

*—from an address given at the National College Relations Conference, Atlanta, Ga., November 2, 1965.*

## ACHIEVEMENTS OF THE PAST 4 YEARS

The achievement of Negroes in Federal Government during the past 4 years has been impressive. Our annual census of minority groups in Federal employment, as of June 30 this year, showed a net gain over last year of over 9,500 jobs held by Negroes, and more than 3,000 were in the upper clerical, professional, and administrative ranks at salaries of $5,000 and above. Some 1,600 of this net gain were in the senior clerical grades and beginning career levels for college graduates, in grades GS–5 through GS–8. Nearly 1,000 were added in the full journeyman levels for professional and administrative work at GS–9 and GS–11. And almost 500 were added in senior professional and executive grades, GS–12 through 18, paying over $10,000 a year. These are the 1-year net gains in upper-level Government employment since June 1964.

Over the 4-year period—since June 1961—we have witnessed a net increase of 50 percent in Negro employment in grades GS–5 through 8, nearly 100 percent in grades GS–9 and 11, and 172 percent in grades GS–12 through 18. This rate of increase in the employment and advancement of qualified Negroes is more than four times the growth rate of total employment in each of the grade groupings.

Overall, then, affirmative action has achieved real improvement in the utilization of Negro Americans in the prime occupations and grade levels of Federal service. Comparable gains have been achieved in the postal service and in blue-collar work.

## NEED TO ADD NEW EMPHASIS

But improvements such as this are not a complete solution to the challenge of equal opportunity. As the President said, these gains largely tell only the story of the growing middle-class Negro minority, a group that is steadily narrowing the gap that has separated them in the past from their white counterparts. Their progress in employment in the mainstream of career public service is a proud and impressive achievement. But the achievement has been only for those whose preparation was good

enough to walk through the gate on individual merit. There has been no such opportunity for the much larger group of Negro Americans who have been deprived of the necessary preparation through economic and educational disadvantage.

And the picture of minority-group progress in the Federal work force as a whole—necessary as it is for us to see and tell the overall results of national policy—does not tell the whole story. The whole story, which comes clear only in the hundreds of supplementary tables we publish, is a story of uneven results, agency by agency, and uneven results in the different States and metropolitan areas across the country.

Achievement of equal results in all agencies and in all areas is a hard and grinding prospect. It is a challenge that goes beyond the leadership of a committee of dedicated persons at the national level. The need is for leadership and supervision through a nationwide organization, for motivation and guidance and inspection of personnel processes in the field service where the great majority of the Federal work force is, and—probably most important of all—the need is for rethinking and redirecting our traditional concepts of merit employment toward the challenge of equal results.

The President assigned this task to the Commission in order to focus responsibility on the agency charged with the administration of the merit system to find solutions within that system, solutions that will respond to the civil rights imperatives of the society in which we live as well as the staffing needs of the Federal Government. His mandate is to make the Federal Government, as the Nation's largest employer, a showcase of achievement in equal employment opportunity and a model for other employers. He has added the authority needed for the task.

We welcome the challenge and responsibility of this new assignment to the Commission. Our program plans and regulations are in the final stages of consultation with the agencies and with minority-group leaders. I want to sketch for you the basic directions of our effort and the approach to its implementation.

**First, a renewed attack on prejudice itself—with the goal of eradicating every vestige from the Federal service.**

Without real knowledge of the discrimination that is still the lot of most of our minority citizens today, the majority simply cannot respond with awareness and sensitivity to the problems as they exist.

The seriousness of the knowledge gap was underscored by Calvin Kytle of the Community Relations Service last month in speaking to editors and publishers of United Press International. He cited the findings of a recent Gallup Poll taken in 160 communities across the country—findings that 7 out of 10 white persons believe Negroes are treated the same as whites in their home towns; only about 1 Negro in 4 agrees. This fundamental disparity in perception is one of the basic causes of the crisis conditions that the Community Relations Service has encountered in its work across the country this past year.

We must insure a far better perception among the men and women in the public service. For the goal of equal results means *full acceptance,* not just tolerance of minority associates. It means equal treatment of every American who works for his Government and every American served by his Government. To that end, we intend to take intensive steps to achieve, throughout the managerial, supervisory, and employee ranks in the Government, understanding of the actual social condition of minority citizens, understanding of the sensitivity to slight and disfavor that is bred by generations of discrimination, and understanding of the need to *help* those who have been deprived in order that they may *help themselves* toward a decent place in the Great Society we are seeking to build.

**Second, a painstaking reappraisal of our job structure and employment practices—with the goal of providing entrance and advancement opportunities that can fulfill the fair expectations of more of the economically and educationally disadvantaged, whether they be Negro or white, Puerto Rican, Mexican-American, Oriental-American, or Indian:** to provide a gate they can walk through and, beyond the gate, the opportunity for training and development on the job to capitalize upon potential that has been stifled by disadvantage.

This does not mean that we will slacken our quest for the highly qualified and the fully trained, nor lessen the intensity of interest in their advancement. This is a clear and continuing goal in our recruitment program. Nor does it mean a departure from basic principles of open competition under the merit system prescribed by the Civil Service Act.

What it *does* mean is a hard look, agency by agency, occupation by occupation, to see whether entrance requirements are so high that potentially competent people are denied any real opportunity because the quality of preparation needed has not been available to them. Where we find such instances we have a responsibility to search for a remedy. It may call for redesign of the job structure to make some openings for work at a lower level and with lower requirements for competition. For example, the hiring of some typists or clerks at GS–1, when the practice has been to hire only at GS–2 or GS–3. Or establishing some trainee positions at GS–4 for competition by college-caliber people whose preparation is not adequate to pass the Federal-Service Entrance Examination in order to qualify at GS–5.

It means a hard look at qualifications standards and tests. Is the requirement of a 4-year apprenticeship for the skilled trades realistic in all cases, or does it serve only tradition? Is there, as some people claim, an unintended "cultural bias" in written tests that use the language of the job; and, if so, what substitute will measure the verbal facility and comprehension needed to perform and grow on the job? We have a current plan for research to probe this area.

It means a new look at our relationship with schools and universities that are the potential source of candidates for Government employment but have not produced them in any significant measure. Can we find new ways to help them provide the preparation needed? Unfamiliarity with tests of the type we use in the Federal-Service Entrance Examination may handicap some students. A new pamphlet will explain the nature and structure of these tests and provide comprehensive practice material. Some faculty members may need strengthening and updating in their field of instruction. Summer employment for this purpose has been common in the physical sciences. We may need to provide more of such opportunities in the social sciences and public administration specialties. The plain fact is that 4 years of intensive recruitment in Southern colleges with predominantly Negro student bodies has failed to provide anywhere near the number of qualified candidates that Federal agencies would employ if they were available.

Last year, 2,449 young men and women took the FSEE test on campus at the predominantly Negro colleges in the seven States of the Atlanta Civil Service Region; only 86 passed, a rate of 3½ percent. The pass rate for *all* competitors was 25 percent. In our three southern regions combined, out of 5,179 competitors tested on campus at the predominantly Negro colleges we obtained only 295 eligibles—a pass rate of less than 6 percent, compared to a pass rate of 29 percent among *all* competitors in the combined area. Over 94 percent failed to qualify for these opportunities to enter the public service.

We have a long way to go to achieve true equality of opportunity for these young men and women. It is a road we must travel together—private employers, the colleges, and the Government—for this is our joint responsibility to society. Just competing with each other as recruiters for the best-trained talent is not enough. We must be developers, too. I call upon all to join in common cause with our effort.

**The third main direction of our new emphasis will be on training and upgrading employees already on the rolls—with the goal of removing from the system any feature that discriminates against full participation by minority employees in all occupations, in all organizational units, in all levels of responsibility, and in all geographic areas.**

This will call for:

(1) A thorough review of agency merit promotion practices to insure that there is not unwitting discrimination against minority employees because of past employment patterns and customs;

(2) Surveys to discover underutilized employees;

(3) Counseling, training, and development opportunities; and

(4) The encouragement needed to help them prepare themselves for advancement up to their potential.

Perhaps an equally important but side effect of this emphasis will be the opportunity for many minority employees to learn better what their true capacities are in relation to jobs to which they aspire. Most all of us are prone to overrate our abilities to some extent, and to think that the other fellow got ahead because of favor or influence rather than better ability. It's a whole lot worse if added to this is the belief that you really lost out because your skin is black and his is white. The majority of complaint cases show this belief. Minority group leaders most frequently report this condition as a source of discouragement. The more we can inform minority employees of the true requirements of jobs and the evaluations of relative merit used in setting up promotion registers, the more healthy will be our employee relations.

As to discrimination complaints themselves, the Commission has been handling the review function for the President's Committee on these cases since last January, by delegation of authority from the Committee. With this experience, we are preparing shortly to issue regulations that will set up simpler but more comprehensive requirements for investigation and hearing of complaints, and a clear-cut right of appeal to the Commission if the agency's decision or corrective action is not satisfactory to the complainant. Under the new Executive order, the Commission's final decision and any instructions for further action will be mandatory.

**Our fourth emphasis will be on community involvement—on participation with other employers, with the schools and universities, and with other public and private groups in cooperative action to improve employment opportunities for minority groups and other disadvantaged citizens.**

It has long been my conviction that the goal of equal opportunity for all can only be fulfilled through sustained interest and action at the local level by all segments of the community. In the past two and a half years, beginning at the time of the demonstrations in Birmingham, Commission representatives have made intensive reviews of Federal recruiting and employment practices in 85 com-

munities, North and South, across the country. Our teams have searched out the factors affecting equal employment opportunity. In nearly every case we have found that correction or improvements in employment practices within the Federal service bring only limited results. Long-term and lasting improvements require basic improvements in community conditions—in education, in housing, in transportation, and in all the other elements that affect employability.

The attitudes and actions of employers—public agencies and private businesses—can be a major influence to accelerate change in community conditions. We intend to provide for full participation and support by local Federal officials in such cooperative activity.

**My fifth, and final, point has to do with new approaches in the administration of the program.**

It is probably the most important area of all in reaching toward our goal, for the Federal Government, while one employer, has over 70 executive departments and agencies; the work force is some 2½ million employees, engaged in nearly all the occupations of private industry and many more that are unique to public service; and they are on duty in many thousands of separate offices and installations all over the globe.

*First,* we have drafted policy regulations to spell out directly what is expected as positive action by agency heads, in line with the program approaches I have described. The nature and extent of the total affirmative action program needs to be spelled out from a central point in order to avoid confusion and misunderstanding.

*Second,* the regulations will require each agency head to establish a positive and continuing program which includes the approaches I have described and makes concrete the actions to be taken. The program will include requirements for the review and control of managerial and supervisory performance in such a manner as to insure positive application and vigorous enforcement.

*Third,* we will set up a new management information system. I mentioned earlier that the good overall record of progress shown by our minority census is spotted with uneven results. The annual census has given us leads to these weaknesses. But management needs much more detailed and continuously current information about the minorities in a large and widespread work force if it is to spot problems and insure remedies in a timely manner.

*Fourth,* the Commission will provide interagency guidance, coordination, and mutual assistance in program activity. Outside of Washington, this will be done by our regional directors and by Federal Executive Boards and Business Associations in the principal centers of Federal employment.

*Finally,* the Commission will make a continuing analysis and review of agency progress, to stimulate action and measure results in terms of their program commitments. Our personnel specialists will make inspections on site at the work place as a basis for firsthand appraisal and advice to installation officials, and for corrective action if needed.

In short, the President's purpose in the new Executive order is to reinvigorate the equal employment opportunity program—with high goals and clear policy directives, with specific and practical plans of action, and with a thoroughgoing followthrough and enforcement. The Commission is proud to accept the leadership of this effort and the responsibility for putting to work the skills and dedication of personnel specialists, to remove roadblocks that have limited achievement in the past.

We do not expect "instant" results—any more than your colleges and universities can turn out "instant" scholars of high quality and in large quantity. Not that we cannot move fast, if need be, for we can and have. When the Congress designated the Commission to examine registrants under the Voting Rights Act last August, our men were in business within 24 hours in every county named by the Attorney General. Our regional director, Hammond Smith, and his staff have done a magnificent job in this program, under trying and potentially explosive circumstances.

But the program of equal employment opportunity is not unplowed ground. It is not *first* steps or *quick* steps that are called for. Our need today is for *basic* steps and an organized approach that builds on the experience of the past 4 years: steps that will build a new consensus of understanding as to the true meaning of equal opportunity, and that will find and make the changes in traditional employment practices that are needed to reach the goal of equal results.

We do not shrink from the prospect of changes in the Government's personnel system to respond to social need. Indeed, we have pioneered—in the distant past and in the near past—in making adjustments in the system to accommodate to the changing role of Government in our society. And we have found in every case that what was undertaken as an exercise in social responsibility—justifiable on that basis alone—has turned out to be good business and good employment practice in the public interest.

So we look forward in good conscience to what will be a hard task but a worthy one, and with real optimism for its success and long-term benefits. I am confident that we have the wholehearted support of the President, the Vice President, and my fellow agency heads of the Government. I hope that we can count on you to work along with us and assist us as we strive to shape the model for a responsible employer in modern America.

*Something new for*

# THE MANAGER AND EMPLOYEE HEALTH

by NICHOLAS J. OGANOVIC, *Executive Director*
U.S. Civil Service Commission

IN 1776 BEN FRANKLIN (a former government employee!) claimed that the then common "West India gripes" was lead colic caused by drinking Jamaica rum made in stills in which the still-heads were made of lead. One result: the Massachusetts legislature prohibited the use of lead still-heads—and presumably reduced the incidence of "West India gripes" among Jamaica rum-drinking citizens.

With an equally high concern for preventive health measures—this time within the Federal service—President Johnson in 1965 urged the Cabinet to provide better occupational health programs for Government workers.

He said: "Employee productivity depends on a number of factors—motivation, training, challenging work, fair pay, and recognition of superior performance. But there is another factor we must not overlook—good health. In some ways it is the key factor. We must be prepared—to the best of our ability—to assure our employees of

- Prompt attention to on-the-job illness and injury,
- Correction of working conditions that may be detrimental to employees' health,
- Education in health maintenance,
- Health examinations, including in-service examinations as needed, and
- Disease screening examinations and immunizations."

**The health fitness of Federal employees for efficient performance of their assigned work is an important element in a progressive personnel management system and in effective administration of Federal programs. The head of each department and agency, therefore, will review existing programs and is authorized and encouraged to establish an occupational health program to deal constructively with the health of the employees of his department or agency in relation to this work.**

***Bureau of the Budget Circular A–72***

There is no question that employers, including the Federal Government, have an obligation to provide safe and healthful work environments. Beyond this, employers—again including the Government—have a legitimate interest in minimizing absenteeism and inefficiency which inevitably accompany ill health. To this end, Government managers would do well to follow the lead of private enterprise in providing maintenance and preventive health services which keep employees on the job and able to work at peak efficiency.

Government agencies can now provide (1) emergency diagnosis and first treatment of illness or injury occurring during working hours, (2) pre-employment and other examinations, including periodic physical examinations, that the agency head deems necessary, (3) administration of medications and treatments provided by an employee and prescribed by a private physician, and (4) preventive services such as specific disease screening, immunizations, health counseling, and education programs.

A goal is to provide these services to all Federal employees working in concentrations of 300 or more and, in situations where special needs exist, to employees in concentrations of less than 300. However, this statement of the goal is an oversimplification. It really consists of a series of challenges, which must be met by different cooperating parties. Among them are—

- The United States Public Health Service in consulting with agencies and setting standards for adequate occupational health facilities.
- The General Services Administration and the Post Office Department, as the major Government landlords, in arranging space for occupational health facilities.
- The Department of Labor in appraising work-environment risks.

- The Civil Service Commission in providing leadership in developing and improving occupational health facilities.
- Federal Executive Boards and Federal Executive Associations in stimulating agencies to establish occupational health facilities where none now exist and in promoting the sharing of facilities.
- Agency managers in supplying initiative and resourcefulness to obtain whatever is needed—money, space, personnel, equipment—to provide new or improved occupational health facilities.

The Civil Service Commission is now analyzing data from the most comprehensive survey yet conducted in the area of Federal employee occupational health. All domestic Federal installations of 50 or more employees have been asked to complete a detailed questionnaire concerning the availability to their employees of occupational health facilities and services. The initial results of this survey will provide a statistical picture of the facilities and services now available to be used in a report to the President.

Further detailed analysis may permit matching of installations having no facilities with accessible installations that have staff, space, and time to share. Several small installations may be put in touch with each other and grouped into total populations of 300 or more, to jointly establish or arrange for facilities.

Each agency headquarters has been provided copies of the questionnaires completed by its installations to facilitate the review directed by the President.

The Federal manager must be the prime mover in occupational health. He must perceive that maintaining and protecting the occupational health of his employees pays rich dividends—and he must take steps to provide the necessary health services.

I have seen at least one manager carefully budget for the weekly preventive maintenance of his electronic computer. This is to say nothing of money spent initially and from time to time in preparing and maintaining the "computer room" in air-cooled, antiseptic condition. He knew all this was necessary for the efficient operation of the computer. But, from what I saw, he was not aware of the need for the preventive maintenance of the people he selected and trained to run the computer and the many others in his office who generated the data fed to the computer.

**Federal managers must come to an awareness that human efficiency and productivity, like that of machines, is affected by environmental factors and can be improved by preventive maintenance and care.**

# RECRUITERS ROUNDUP

## RECRUITMENT AND THE EXECUTIVE

A recent program sponsored by the Civil Service Commission placed the spotlight on the Federal manager's role in recruiting. An Executive Seminar in Recruitment was conducted for 32 Federal managers in September, and for 3 days this role was explored. Federal officials and representatives from private industry, colleges, and universities presented information to the group that highlighted various aspects of recruiting and the impact of management interest and support—or lack of it.

CSC Chairman John W. Macy, Jr., opened the seminar with a discussion of the importance of recruitment to the goals of management. Mr. Macy discussed the manager's role in recruitment, including planning, selection, and training of recruiters, attacking gobbledygook, and related responsibilities. He mentioned the types of people we are seeking for our vital programs, and the importance of selling the challenge of the Federal career service.

Following this keynote address, the following topics were covered during the 3-day meeting:

- Building the reputation of an agency as an employer
- Manpower planning in recruitment
- College recruiting—its historical development
- Elements of an effective college recruiting program
- The college student's attitude toward careers
- Conducting talent searches for top executives, doctoral and post doctoral candidates, and other scarce categories
- Staffing through the merit system
- How does industry do it?
- Getting the most from paid advertising
- Evaluating recruiting campaigns

Nicholas J. Oganovic, Executive Director of the Civil Service Commission, gave the concluding presentation on the topic, "Our Commitments in Federal Recruiting." This talk is being reproduced in pamphlet form and is available on request.

—*R. F. Mello,* Director
Office of College Relations and Recruitment
U.S. Civil Service Commission

*"The time for action is now."*

# IMPROVING OUR SERVICE TO THE PUBLIC

by IRVING KATOR, *Executive Vice Chairman*
Interagency Advisory Group
U.S. Civil Service Commission

**"The task of government is to serve the public."**

So wrote President Johnson in a November 1 memorandum to heads of departments and agencies.

"It has been my deep and continuing concern," he said, "to assure that each American receives from his government the fastest, most efficient and most courteous service . . . . The time for action is now."

The President requested each department and agency head:

- to assign a top staff member to develop a program to improve the quality of service to the public,
- to report to CSC Chairman John W. Macy, Jr., by December 15, the steps taken to improve service and plans for future improvements, and
- to take full advantage of the new and special training courses developed by the Civil Service Commission to improve standards of service and to open up more lines of communication to the public.

These were new features of an effort that began early in the year.

At a Cabinet meeting on February 25, President Johnson expressed concern that Federal writing and service to the public was not all that it should be and said that he wanted to see some improvements. He had obviously seen signs that told him improvements were necessary.

At the same Cabinet meeting he asked Chairman Macy to make a survey of Federal agency communications with the public and to report back to the Cabinet with recommendations for improvement.

## THE CHALLENGE

Particularly because of his background of public service, the President recognizes as well as anyone can that we must do everything possible to improve the quality of our service and to make our Government more accessible to the people it serves. The vast amount of legislation enacted at the last session of Congress—legislation which will affect each and every citizen and which is aimed to improve the quality of our lives—will be of little or no value to the individual citizen if he doesn't know about it, or doesn't know how to go about receiving the service to which he is entitled, or is not properly served even when he does know about it.

The likelihood is that the people and Federal agencies will be talking to one another much more and will be seeing a lot more of one another in the years to come. In light of this, it is time for some stocktaking to see how we do business with the public and how we can improve our service.

## AGENCY SURVEY

The Commission's Interagency Advisory Group responded to the President's request for a survey of agency practices. Sixteen agency headquarters in the Washington area (with 150,000 employees) and 156 field establishments (with about 315,000 employees) responded to the IAG questionnaire. The survey was designed to find out what agencies were doing to improve the ability of their employees to communicate with the public and to serve the public better.

The survey results were revealing. For one thing, it was clear that agencies were making honest attempts to improve their services and communications. They were not sitting idle, but there was no concerted Government effort to help them focus on the problem and give them the needed working tools. Other survey findings were interesting:

- Most headquarters offices of agencies gave some type of writing or telephone technique training to at least some employees. However, the amount of training and the number of employees involved were small in relation to total staff. This kind of training was even leaner in the field establishments.

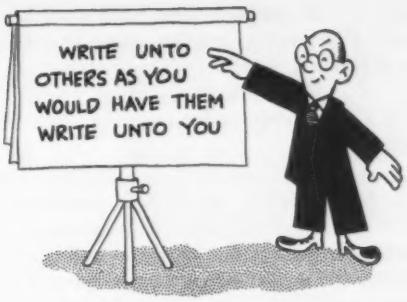
- In most agencies, no single individual was responsible on an overall basis for improving the agency's public communications and service. Improvements were more likely hit or miss rather than part of a well planned attack on the problem.
- Offices serving the public were not generally open evenings or on Saturdays for the convenience of the public. While the Friendly Bank in the neighborhood stayed open to 7 in the evening and on Saturday mornings, too, Federal offices were dark after 5 o'clock, Monday through Friday, and over the weekend.
- Central reception services did not exist in most Government buildings or buildings which housed a number of Federal tenants. A visitor was usually greeted with a confusing jumble of division and section names on a large directory board. Obviously, he was expected to wander around to locate the right office.

The survey showed the need for a two-pronged attack on the problem: (1) Government-wide action to provide the tools, such as interagency training programs, which could be used by all agencies, and (2) agency actions tailored to meet their own particular problems and goals.

## PRODUCTIVE MEETING

Chairman Macy wanted to let Federal agencies know the results of the survey and to see what kind of action program could be developed. He asked the heads of 20 of the largest departments and agencies to send a top staff representative to meet with him. The meeting was a productive one. Here are some of the suggestions that came out of it:

- Give more training in oral and written communications, with emphasis on employee attitudes.
- Assign to one person in each agency the job of improving that agency's communications and service to the public.
- Set up information centers in large metropolitan areas where the public could come for any information regarding services of Federal agencies.
- Extend office hours for greater convenience to the public.
- Develop a means for interchange of ideas among agencies on improving communications and service.
- Establish an award for Federal employees for excellence in public communications and service.
- Wherever possible, provide one-stop service for people doing business with a Government agency where all their needs can be met and all necessary information provided to them.




—from VA pamphlet 5–20, The Winning Letter.

- Get agency heads and top staffs involved in the process of improving communications and emphasize to them the President's personal interest.
- Above all, select for public contact positions and for positions involving correspondence, persons who have demonstrated ability for this work.

After the meeting, agencies were asked to review the results of the Commission's survey and the suggestions made at the meeting, and then to review their own programs to see what improvements they could make.

## EXTENDING OFFICE HOURS

It was clear from the survey and from the meeting with agency representatives that the Commission itself had a job to do. While only the agencies could make changes involving their own programs, it was up to the Commission to act on a Government-wide basis to help all agencies put their improvement programs into effect.

In some areas where improvements were possible, the Commission could only urge agencies to take action. One example, office hours. While private business has found that the public wants evening and Saturday hours, Government agencies—not prodded by any competitors—had apparently felt no urgency on this score. There had been a few exceptions. The Smithsonian Institution, for example, had learned the value of keeping their doors open later than usual to accommodate the peak loads during the tourist season.

The Civil Service Commission looked at its own offices to see what could be done. The Commission had examining and employment information centers and retirement information centers which the public visited or called daily. Would it serve the public better if these offices were open on an extended-hour basis? Would it save a person from taking off from his own job during the week if these offices were open on Saturday morning, for example? We tried this in Washington and in each of our regional offices. It is too early for a final accounting, but many people are already taking advantage of this extra service. One problem is gaining enough pub-



794-500 O - 66 - 2

licity to make people understand that our offices are now open some evenings and Saturdays. It is difficult for the general public, after being conditioned by so many years of "8:00 to 5:00—Monday through Friday," to conceive that a Government office could be open evenings and Saturdays.

Other Federal agencies have also shown interest in extending office hours. Local Social Security offices are now open on an extended-hour basis in many parts of the country. The Medicare program and other changes in the Social Security Act mean that more people need information from these offices. The extended hours will provide a clear advantage to the public. The contact offices of the Veterans Administration will be open one evening a week and on Saturday morning in three large metropolitan areas. Internal Revenue offices in the past have been open longer at income tax time. Now these offices will be open on an extended-hour basis even before the heavy demand for income tax information. This will permit the early-bird taxpayers to get information more easily and hopefully ease the press of traffic during the months of March and April.

In short, Government offices are finding that they, like private business, can serve the public better by extending office hours. They are also learning that it can be done without additional staff. Change in work hours of employees is usually all that is required. More and more agencies are now looking to see whether they, too, should follow suit.

## WHAT CSC DID

There were some direct actions the Commission could take. For example, we could develop new nationwide training programs to help agencies improve the quality of their communications and public contacts. These new programs have now been developed and the first was offered on an interagency basis in November. This was primarily a program to reshape attitudes on communication and service to the public. For a number of years the General Services Administration has had courses to improve employees' ability to write clearly and simply. These courses will continue; the Commission's training programs will not duplicate them.

Some of the other things the Commission has already done are:

- Developed a new test of writing ability as part of the important Federal-Service Entrance Examination. How do you select the best available person for a job in which he must write clearly? Just looking at a sample of his writing may not give the whole picture. The testing of writing ability is a difficult art at best. We expect that the new multiple-choice test will help Federal agencies select persons who have the ability to write clearly and simply.

- Begun evaluating, as a part of our agency inspection program, what agencies are doing to improve their communications and services to the public. We will not be evaluating the quality of each letter but we will be looking to see what steps the agency has underway to improve its communications and services.

- Developed a new incentive award for excellence in communications and service to the public. We have urged agencies to make awards to employees as a means of motivating them toward improved communications and service.

- Started work on a fact leaflet for distribution to each employee expressing the President's personal interest in improved communications and service, and urging employees to help. Getting the word of the President's interest to each employee is important; the fact leaflet will help do the job.

- Begun an interchange of information among agency headquarters on new ideas and methods to improve communications and services. This has paid off. We have already seen the value of spreading the word of what one or another agency is doing.

- Begun to establish consolidated interagency boards of civil-service examiners to provide one-stop job information and examining centers.

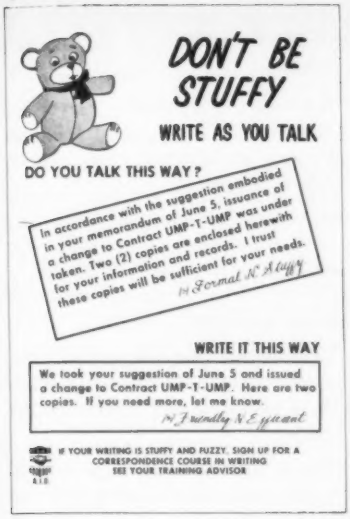
- Started work with the General Services Administration on a plan for establishing Federal information centers in large metropolitan areas as a convenience to the public. These centers would be a major breakthrough in providing better service. They would be a central point to which the public could come when they need information on any function of the Government. The public could get the help on the spot in many cases, or be directed to the *right* office or told precisely where to write.

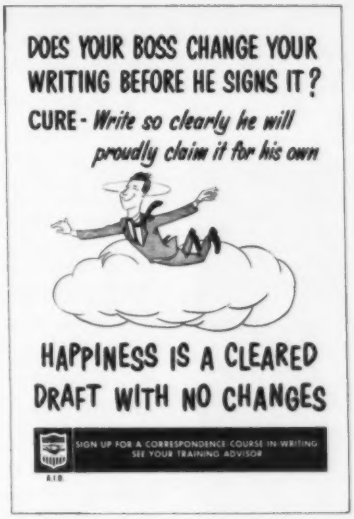
## WHAT OTHER AGENCIES ARE DOING

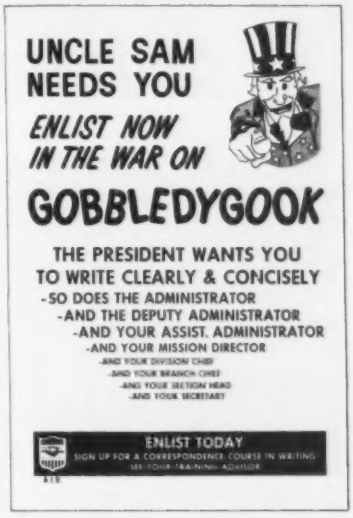
Many other Federal agencies have already moved aggressively to improve their communications and service to the public. As noted, many have already changed their office hours and more will do so.

In each department and agency, a key official has been assigned to lead the campaign. These officials are at high levels. In some instances, the Under Secretary has assumed personal leadership.

Agencies have stepped up their training at all levels, both in Washington and the field. For example, the Denver Federal Executive Board, in conjunction with the local telephone company, sponsored a course for im-


DON'T BE STUFFY
WRITE AS YOU TALK
DO YOU TALK THIS WAY?
In accordance with the suggestion embodied in your memorandum of June 5, issuance of a change to Contract UMP-T-UMP was under taken. Two (2) copies are enclosed herewith for your information and records. I trust these copies will be sufficient for your needs.
Formal N. Stuffy
WRITE IT THIS WAY
We took your suggestion of June 5 and issued a change to Contract UMP-T-UMP. Here are two copies. If you need more, let me know.
Friendly N. Eyecatcher
IF YOUR WRITING IS STUFFY AND FUZZY, SIGN UP FOR A CORRESPONDENCE COURSE IN WRITING SEE YOUR TRAINING ADVISOR
A.I.D.


DOES YOUR BOSS CHANGE YOUR WRITING BEFORE HE SIGNS IT?
CURE - Write so clearly he will proudly claim it for his own
HAPPINESS IS A CLEARED DRAFT WITH NO CHANGES
SIGN UP FOR A CORRESPONDENCE COURSE IN WRITING SEE YOUR TRAINING ADVISOR
A.I.D.


UNCLE SAM NEEDS YOU
ENLIST NOW IN THE WAR ON
GOBBLEDYGOOK
THE PRESIDENT WANTS YOU TO WRITE CLEARLY & CONCISELY
-SO DOES THE ADMINISTRATOR
-AND THE DEPUTY ADMINISTRATOR
-AND YOUR ASSIST. ADMINISTRATOR
-AND YOUR MISSION DIRECTOR
-AND YOUR DIVISION CHIEF
-AND YOUR BRANCH CHIEF
-AND YOUR SECTION HEAD
-AND YOUR SECRETARY
ENLIST TODAY
SIGN UP FOR A CORRESPONDENCE COURSE IN WRITING
SEE YOUR TRAINING ADVISOR
A.I.D.

**—three of the posters in a series published by A.I.D. to help stamp out gobbledygook in their public communications.**

---

proved telephone manners. AID and other agencies have stepped up their writing improvement courses. Air Force publishes a periodical to encourage good writing and to show how it is done.

The lobbies of Federal buildings are undergoing change. Central information points are now provided in some Federal buildings throughout the country, and more and more wall phones are being provided to help the visitor get the information he needs.

In place of the lengthy and impersonal directory in the lobby of the Internal Revenue Service building in Washington, an attractive receptionist now assists people who come to the building. At each lobby entrance, a visitor's telephone connects to the desk of this same receptionist.

Interior is making a number of changes in its headquarters building, including placing information telephones in the lobbies and improving interior and exterior signs and directions. Interior and the Veterans Administration are preparing a leaflet from the head of the agency to each employee stressing the need to write simply and clearly and urging courteous and helpful service to the public.

Real progress is being made by Agriculture in consolidating its field offices that deal directly with the public. The goal is to provide one-stop service for persons doing business with any one of the several agencies within the Department of Agriculture. This is a major step forward in letting the farmer or the businessman come to one point and transact all business he may have with the Department.

GSA also provides one-stop service to businessmen calling on them.

For several years the Post Office Department has had a Customer Relations Division to handle public complaints and to do something about poor service that has been brought to their attention.

Commerce has established an award for creative communications, and the Secretary of Commerce will present six awards annually to stimulate improved service and better communications.

The Department of Defense, faced with a tremendous job because of the large number of its employees and the wide scope of its operations, has vigorously attacked the problem. A task force has been set up to make an extensive study of the service provided the public by all components of the Department worldwide and to determine how this service can be improved.

## WE MUST TRANSLATE THE PROMISE . . .

These are only a sample of improvements that are taking place. Many more are on the way as we go all out in providing better service. Reports on additional actions taken by agencies are now coming to the Commission.

The road ahead is wide open, and we must move ahead faster. We must also look at ourselves—and our employees—and reshape attitudes where necessary.

The President has asked for the personal support of all Federal managers to translate the promise of a better and more responsive Government into a reality.

**The time for action is indeed now.**

# QUOTABLE:

## CIVIL SERVICE—
## Instrument of Social Change

*—from address by WILLIAM J. DRIVER, Administrator of Veterans Affairs, before the VA Council of American Federation of Government Employees' Lodges, Washington, D.C., September 20, 1965.*

♦ Everybody's got a picture of the civil service. The trouble is that half of those pictures—the ones that show a bureaucratic beehive filled with government drones—never were true; and the other half aren't true anymore for they are incomplete.

So, I'd like to draw a picture of the civil service as I see it today.

First, the civil service exists to serve. And for many years it has improved as an instrument of service. But today it is far more than an instrument of service. It is, and it has been discovered to be, an instrument of social change, a kind of combination lever by which large and somewhat recalcitrant social tasks can be accomplished and an example of what can be done in the new science of social engineering. . . .

Let me give you a few examples of what I mean. First, there is the profound revolution taking place in the field of civil rights. The shackles of prejudice are being struck from the limbs of some 20-million of our fellow citizens. Now, their right to participate in self-government assured, they are seeking an equal place in the productive machinery of America.

That they will find this place is due in no small measure to the fact that they have already proven themselves through their work in the Federal Government. The civil service was a leader in equal employment opportunity. And its example continues to provide leverage on all sectors of our economy.

And your employer, the Veterans Administration, with one out of every 4 employees a Negro, is foremost among large Government agencies in this field. . . .

Second is the profound change taking place in our population and our economic system. According to a Census forecast, we are now moving toward a point where, within a year or two, *one-half* of the population of the United States will be *25 years of age or under*. In five more years, no less than 60 percent of the population will be under 25.

This youth explosion is taking place at a time when many of the jobs traditionally held by the untrained or inexperienced are being devoured by the electro-mechanical jaws of automation. For many of our young people the door on the other side of the threshold of life is closed, locked, and double-barred. . . .

Here again the civil service is being used as a lever and as an example. Right now we in the Veterans Administration are participating in a whole series of imaginative, new programs for young Americans.

There is the President's Youth Opportunity Campaign, a program designed to provide summer employment for young people, to motivate them to complete their educations, and to give them a model of the world of work to which, too often, they have had little exposure.

As of the end of June of this year, the VA had employed almost 1,700 young people in this important effort. And thousands of others are being employed throughout the Federal Government.

As you will recall, the President also called on private industry to follow the example of government, and hire several hundred thousand young workers during the summer months. . . .

The VA is also participating in a number of other efforts designed for youth, such as the assignment of neighborhood youth corps enrollees to projects within the Veterans Administration; the work-study program provided for in the Vocational Education Act of 1963; the college work-study and work-experience programs under the Economic Opportunity Act; and employment of needy students on a part-time basis.

Thus, the civil service is showing the way by which we may respond to this vital need.

A third area where the civil service is exerting creative leverage upon the rest of society is in employment of the handicapped. And in this area too the VA is a leader among Federal agencies with 13,000 handicapped workers. . . .

While much still needs to be done to assure full equality of opportunity for the physically handicapped, success in this area has already reached the point at which emphasis is now beginning to shift to employment of the heretofore "less acceptable" handicapped such as the mentally restored and mentally retarded, of whom there are some 23 million in our Nation.

The VA is already showing the way in this area too for it now employs 700 mentally restored and 34 mentally retarded workers.

The leadership of the civil service is certainly obvious in the provision of equal opportunities for women. And once again the VA is displaying a record to be proud of. Fully 12.8 percent of all our employees above GS–12 and equivalent are women. . . .

But we are not satisfied with past progress.

We hope to turn the good into the better. ♦

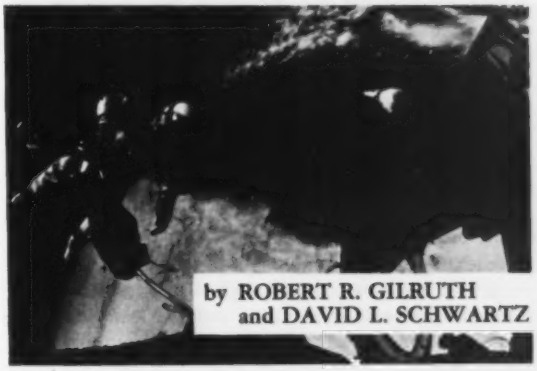
# EVA—A Team Effort by Civil Service Employees

**"The sun in space is not blinding, but it's quite nice . . . . I'm coming back down on the spacecraft. I can sit out here and see the whole California coast."**

Drifting at the end of a 24-foot gold tether line, astronaut Ed White, the first American to walk in space, was describing his activity to the world.

On the ground one hundred miles below, the world listened and wondered at the technology which allowed man to live in such a strange and hostile environment.

For a small group of civil-service employees at the Manned Spacecraft Center, the space walk was only the final act in a drama which unfolded in a little more than 2 months. Two months of teamwork, careful planning, and an exhaustive series of tests. This is the story of the civil-service team which made White's space walk possible.



by ROBERT R. GILRUTH
and DAVID L. SCHWARTZ

AFTER THE GEMINI III FLIGHT had proved the United States had another reliable manned spacecraft, the management of the National Aeronautics and Space Administration began thinking seriously about the possibility of extravehicular activity (EVA) on the Gemini IV mission.

Walking in space had always been one of the objectives of the Gemini program, but it was not scheduled until the fifth and sixth flights. Much of the groundwork had already been done. The special extra layers of the space suit which would protect the man against heat, cold, and meteoroids in space had been fabricated and tested. A space gun which would provide an independent source of propulsion had been under development for more than 2 years.

However, there were gaps in the technology which would have to be filled before man stepped outside the protection of his spacecraft. The large chest pack, designed to provide circulation and cooling of oxygen for the astronaut outside the spacecraft, could not be ready in time for Gemini IV. A smaller chest pack would have to be built and qualified for the flight. Several versions of the space gun had been developed, but construction of a final flight model and its qualification and training use by the astronauts was yet to be accomplished. The umbilical or lifeline between the astronaut and the spacecraft was in the same status.

It was decided that most of this work would have to be done in-house by NASA employees. Although more than 90 percent of NASA's work is done under contract to industry, the final preparations for extravehicular activity were going to be a special effort, directed and carried out by NASA Houston employees.

In late March 1965, the key members of the team were informed of the job they had to do and set to work. The 82 people involved represented only a small percentage of the 4,356 civil-service workers at MSC, but like the thousands of their fellow workers, each one had a special skill or talent which contributed to NASA's effort to put manned spacecraft into orbit.

Experience was another factor in the formation of the civil-service team. Although NASA and the Manned Spacecraft Center are comparatively young organizations, being founded in 1958 and 1961 respectively, their key personnel had long experience in aeronautical research. Many of the team members had worked for the parent organization, the National Advisory Committee for Aeronautics, and the Space Task Group that developed Project Mercury.

The effort was centered in two divisions at the Manned Spacecraft Center. The Flight Crew Support Division of the Flight Crew Operations, headed by Warren North, was responsible for the space gun, the still and motion picture cameras which would record the event, and the flight plan or procedure which the astronaut would follow in leaving and reentering the orbiting spacecraft.

The Crew Systems Division of the Engineering and Development Directorate, headed by Richard Johnston, directed the effort on the suit, the chest pack, and the umbilical. Several other divisions at the Center supported the efforts of these 2 divisions in building and testing the equipment. (*over*)

Dr. Gilruth is Director of NASA's Manned Spacecraft Center, Houston, Texas. Mr. Schwartz is a Public Information Specialist at the Center.



794-500 O - 66 - 3

The space gun work was managed by Harold I. Johnson, chief of the Advanced Planning Office, an aeronautical engineer who had been involved in research for the Government for 24 years. He was assisted in the design of the gun by William Huber, an experimental facilities and equipment engineer in the Engineering Division. The Heavy Machine Shop of the Technical Services Division, under William S. Lee, lead foreman, handled the metalworking. Several weeks after the job was begun, the engineers had a space gun in hand.

To see if the gun would effectively propel a man in space, it was tested on an air-bearing platform at the Manned Spacecraft Center. When a man stands on this platform, he has no friction in a horizontal plane. The platform was developed by MSC engineers as a means of testing propulsion devices as they would operate in space.

Other devices, mounted on this platform, produced pitch, roll, and yaw motions. Ed White trained on the platform in a pressurized suit in order to learn the capabilities he would have with the umbilical or lifeline during this period. A makeshift rubber umbilical was used since it allowed the astronaut to train continuously without stopping to fill oxygen tanks.

The second part of the work was centered in the Gemini Support Office, headed by Jim Correale.

Two different designs of the cover layer for the space walk suit were being developed under the direction of Elton Tucker, the suit project engineer. One was a one-piece coverall which fitted over the entire suit. The second, which was ultimately used by White, was a two-piece suit with a removable jacket.

Testing the suit was carried out in both unmanned and manned runs in several vacuum chambers. The penetrating cold of outer space ($-250$ degrees F.) and the searing heat of direct sunlight ($+250$ degrees F.) were reproduced inside the vacuum chamber. The suit's cooling system and its protective layers held internal temperatures to a comfortable level.

The faceplate of the helmet had been made from a new polycarbonate which promised to provide more breakage protection. Impact testing was conducted by dropping a steel bar onto the faceplate. It withstood the shock with no physical damage.

A special gold-coated overvisor was added to the helmet to protect the astronaut's eyes from the sun's glare. Jerry Poradek, a materials test engineer, directed the development effort on the visor. A special combination of materials was necessary to shield the eyes against both the deadly ultraviolet and infrared rays in space. It was also necessary that the visor not fog in temperature extremes and impair the astronaut's vision.

A nonworking model of the chest pack, which would be used to circulate air through the suit and provide an emergency oxygen supply, was put together in one weekend by Crew Systems personnel. Then Larry Bell, an environmental control engineer, was assigned to head a task force to assemble a working model of the pack.

DR. ROBERT R. GILRUTH (left) shows his visitor, CSC Chairman John W. Macy, Jr., how the space gun operates to permit the astronaut to maneuver in space.

The Test Support Section of the Engineering Division under Marlin Bopp, an experimental facilities and equipment engineer, put the design on paper and supervised the construction of the pack by the Plastics and Sheet Metal shops of the Technical Services Division.

During assembly, personnel of the Procurement Division quickly put through purchase orders on vital valves, oxygen bottles, and other necessary equipment. On more than one occasion they drove to the Houston airport to meet a shipment and insure that it got to the proper people in time.

The Test Branch of Crew Systems, headed by William Gill, had already done qualification tests on the space suit. Now they turned their attention to the chest pack. Unmanned runs were made in the vacuum chamber at MSC, followed by two 30-minute tests with suited subjects. This was done to determine if the unit would freeze up under space conditions. But the engineers had done their work well, and the unit passed its most crucial test.

The umbilical was the only piece of equipment other than the suit which was not manufactured at MSC. Its progress at the AiResearch Manufacturing Division of the Garrett Corporation in Los Angeles, Calif., was closely supervised by NASA umbilical engineer Norman Prince. The load strength of the tether was tested and found to be better than expected. A gold tape was wrapped over the umbilical to provide added protection from temperature extremes.

Bill Huffstetler, chief of the Crew Provisions Section of Crew Systems, worked with the problem of the stowage of the extravehicular gear aboard the spacecraft. It was necessary to develop a special plastic bag, open at both ends, to provide easy access to the umbilical yet prevent it from snaking all over the cabin under weightless conditions.

Martin DeBrovner, research physiologist, took the extravehicular equipment to Wright-Patterson Air Force Base, Ohio, for its first tests in zero gravity. Flying in

DISCUSSING THE SUCCESS of their mission in space are two Gemini–IV astronauts, Edward H. White II, (right) pilot, and James A. McDivitt, (second from right) command pilot, and officials of the MSC. Shown with the astronauts are (from left) Charles W. Mathews, Gemini Program Manager; George M. Low, Deputy Director, MSC; and Dr. Robert R. Gilruth, MSC Director.

an Air Force C–135, DeBrovner looked for possible problems the astronauts might encounter while crawling from the space cabin.

In putting a new and previously untried system together, MSC engineers used a formula which had already proven successful in the Mercury Program. Qualified off-the-shelf items would be used as much as possible to cut down the time necessary to test a new unit.

It must also be emphasized that, while an accelerated qualification and test program was underway, MSC took no short cuts on safety. The Flight Safety Office, under John Bailey, had flight systems engineers such as John Conlon on the job. These watchdogs insured that all precautions were taken for the astronaut's safety, that all equipment was properly qualified, and that test procedures were adequate.

With only a few weeks to go before flight date, the equipment was assembled at the 20-foot vacuum chamber in the Crew Systems Laboratory for its final training tests,

EVA AWARDS PROGRAM—Dr. Robert R. Gilruth (left) presents Group Achievement Awards to members of the civil-service team which was responsible for developing the EVA capabilities for the Gemini–IV space flight. Left to right are: Marlin L. Bopp, Engineering Division; Jack Kinzler, Technical Services Division; John W. Conlon, Flight Safety Office; Reginald M. Machell, Gemini Program Office; Harold I. Johnson, Flight Crew Support; and James V. Correale, Jr., Crew Systems Division. (*NASA photos*)

in which Astronauts Jim McDivitt and Ed White would participate.

Inside the chamber, a Gemini environmental systems boilerplate spacecraft had been assembled. The extravehicular equipment was stored inside the boilerplate, and the astronauts entered and sealed the hatch. Then the 20-foot-diameter chamber was pumped down to an altitude of 150,000 feet and the cabin pressurized with pure oxygen at 5.5 pounds per square inch, approximately one-third the pressure of air at sea level.

White and McDivitt went through the whole procedure, opening the hatch, placing the cameras, egress, entry back into the spacecraft, stowage of equipment, and hatch closure. When the procedures had been practiced a number of times over several days and had been proven flightworthy, the results were submitted to the Gemini Project Office and the Center Director [Dr. Robert Gilruth].

Dr. Gilruth took the results of 2 months of intensive effort with him to Washington, where final approval for extravehicular activity on Gemini IV was given by George Mueller, Associate Administrator for Manned Space Flight, and James Webb, Administrator of NASA.

## AWARDS FOR A JOB WELL DONE

The results of the flight are known to the whole world, through our policy of openly reporting the events of United States space flights. The equipment which the employees of MSC had designed, developed, qualified, and tested was praised by the man who used it as he said, **"The extravehicular protective equipment performed far better than my greatest expectations."**

The efforts of this small group did not go long without formal recognition. On a sunny afternoon in late June, not long after White's space walk, they gathered in the auditorium at MSC for a special ceremony.

Each of the people involved in the flight received an individual copy of the Group Achievement Award which read in part, **"for significant contributions to the design, development, fabrication, and testing of special life support equipment and maneuvering unit utilized for the Extravehicular Activity in the Gemini IV Mission."**

They also received these words of praise at the awards ceremony for a job well done from the Center Director:

**". . . all of MSC join me in saluting today a group of MSC people from various organizations who joined as a team to make possible a significant step forward in the manned space flight program. Although many other people took part in this great effort, a hard-core team who worked virtually around the clock to effect this happy conclusion should be cited."**

# INVESTMENT IN YOUTH

by **SYLVIA J. BAYLISS**
**Public Information Office**
**U.S. Civil Service Commission**

AMERICA OF THE 1930's, in the depth of a depression, presented a bleak picture. Money was scarce, jobs were scarcer, hope was scarcest of all. Times were particularly bad for young people robbed of the chance to finish school because of the need to work, robbed of the chance to get jobs because there *were* none. Then the Government extended a helping hand in the form of the National Youth Administration. Hundreds of thousands of young Americans were given an extra chance because someone cared.

Someone cared again in America of 1965 when youth unemployment figures were mounting while the Nation itself rode the crest of prosperity and good times. Schools would be out in June, and over 2 million boys and girls—ranging in age from 16 through 21—would look for work, and many would not find it. Without jobs to see them through the summer months, some would be unable to return to school in the fall. Others would never see the inside of a classroom again and would find countless job opportunities closed to them because they lacked marketable skills.

This was a situation as critical in its own way as the one confronted some 30 years ago, and again Government showed its concern.

## NO ORDINARY CAMPAIGN

On May 23, 1965, President Johnson announced a broad-scale program to provide work and training opportunities for young people denied the chance to work and prepare for the future.

In launching the Youth Opportunity Campaign, the President recalled those dark depression days when the National Youth Administration turned despair into hope for countless youngsters. He reminded the American people that "we acted then from the desperation born of national economic distress," and he asked "that today, at the height of our prosperity, we act with equal magnificence."

What the President proposed was no ordinary campaign to find summer jobs for boys and girls with time on their hands during the summer months. This was an investment in youth—in youngsters denied the advantages of comfortable homes, proper education, and the chance to learn and use the skills a modern economy requires.

There was no time to draw up elaborate plans, no time for lengthy debate over the pros and cons and possible abuses, no time to recruit at a leisurely pace. To do something to reduce unemployment of youngsters was preferable to doing nothing, to standing still while a lopsided labor market worked against boys and girls who needed work.

The campaign was not limited to what the Federal Government could do, however. The plan called for the cooperation of private employers, labor unions, trade associations, churches, and State and local governments. The clearinghouse for jobs would be the U.S. Employment Service operating through State Employment offices, responsible for setting up special Youth Opportunity registers for the summer program.

The action required of Federal managers was spelled out clearly in the President's statement: get 25,000 young people into meaningful work or training, just one extra trainee for every 100 employees in an agency. And give these work or training opportunities, so far as possible, to

YOC TRAINEES receiving orientation from E. M. Tornquist, Jr., Civilian Personnel Officer, Willow Grove Air Reserve Facility, Pa. The 300-employee facility, commanded by Col. Reg L. Anderson, hired 18 youths this past summer and was among the Federal organizations whose program was received with enthusiasm and marked with high success.

those who need them the most because of "economic or educational disadvantages."

Vice President Humphrey, who headed the task force that made the youth opportunity idea a reality, enlarged upon the challenge facing Federal managers when he addressed a joint meeting of the Interagency Advisory Group and the Executive Officers Group on May 25 at the Civil Service Commission. Warning that "to do the job later or too late is to do it not at all," he announced that agencies ought to have 25,000 trainees on the job not later than the end of June. One month—just 1 month—to act with the "magnificence" the President had called for.

## A CHALLENGE WELL MET

By the end of June the goal had been met. The Federal doors had opened wide to welcome over 26,000 boys and girls who needed work—and the figure was still rising.

A few agencies that had gone into the campaign with misgivings had responded and were calling for more young people. Some agencies with fewer than 100 employees came up with opportunities for a trainee or two. The Federal establishment, often accused of moving slowly through a labyrinth of red tape and road-blocking regulations, had met the challenge.

Agencies found the program was good business. These young people were not there to do "made" work. There were backlogs to be cleaned up, new projects that needed doing—a lot of work for eager hands and minds.

And so the YOC recruits earned their battle stripes as they learned to operate business machines . . . helped out in supply rooms, libraries, and photographic laboratories . . . ran errands . . . worked at carpentry, plumbing, and electrical jobs . . . moved furniture . . . cleaned airplanes . . . typed and filed . . . cut grass and mended fences . . . and got acquainted with picks and shovels and paint buckets and cement mixers. Thousands of youngsters got a glimpse of the world that awaits the prepared, the educated, the skilled. And they liked what they saw.

AGENCIES FOUND THE YOC PROGRAM was good business. There were backlogs to be cleaned up, projects that needed doing—a lot of work for eager hands and minds. (*FAA photos*)

By summer's end it was clear that the Youth Opportunity Campaign had worked, but there was no time for taking bows. For on August 21 the President, speaking before the Youth Opportunities Council, coupled praise with a *new* challenge. He asked the Vice President to take immediate steps to mobilize nationwide support behind a back-to-school drive. Federal agencies, along with other employers in private industry and at other levels of government, were urged to do all in their power to influence youngsters to return to school. In many cases this would involve offers of part-time employment providing that the youngster stayed in school.

## "THE BEST EVIDENCE"

The final stamp of approval was put on the Youth Opportunity Campaign at an end-of-the-summer meeting of the Interagency Advisory Group. The general opinion was that the program had worked. Agencies had been pleased with the work the YOCs had done. As in any campaign, there had been a few casualties, but the wins had far outdistanced the losses.

Another measure of the campaign's success was the reaction of the recruits themselves. In the Wichita office of the Internal Revenue Service, for instance, all seven youths hired for summer jobs were planning to return to school in the fall, either to complete high school or enter college. In agency after agency, the story was similar—drop-outs willing to give school another try, youngsters who wanted to learn more and do more, boys and girls who were aiming higher in their career choices.

And there were letters. One from a young man who worked at the Willow Grove Naval Air Station in Pennsylvania said, "It was more than just interesting. It was valuable experience. . . . Without the money I have saved from my summer job, it is doubtful whether I would enter college this semester." The letter carried his new college address. A young girl who had a summer job at the same installation wrote, "Probably the best evidence of the successfulness of this program is the fact that I have already been offered a job for next summer. Before I came here my only job skill was typing. Now I have learned to operate the Addressograph, Graphotype and Xerox machines in addition to receiving practical job experience. . . . Thank you and all the people who made this summer possible."

The President had called for "magnificence" of action, and Federal managers had answered the call. Boys and girls ill equipped for any but the simplest work had asked for a chance . . . and now they were saying thank you.

**It was a good summer.**

# The AWARDS STORY

## EMPLOYEES MAKE HEAVY ATTACK IN THE WAR ON WASTE

### *Cost-Cutting Suggestions Reach All-Time High in F.Y. 1965*

FEDERAL EMPLOYEES, through their cost-cutting and work-improvement ideas, generated significant gains in the Government's War on Waste during the year ended June 30, 1965, as revealed in a recent report to the President on the results of the Federal Incentive Awards program.

Over 133,400 employee suggestions were adopted by agencies during the fiscal year 1965, resulting in measurable benefits of more than $95 million.

This was the largest number of suggestions ever adopted in a single year and the greatest dollar benefits realized as well. Awards to employees for adopted suggestions also reached a new high, totaling $3.9 million. The average suggestion award was $42.

Compared to 1964—also a record-breaking year—the number of useful employee ideas was up 12 percent and measurable benefits from these suggestions were up 26 percent.

### *Superior Performance Recognized*

More than 67,000 employees received superior performance awards in 1965 for exceptional work achievements which returned $150.3 million in measurable benefits to the Government plus important intangibles such as scientific advancements, better service, and more effective accomplishment of agency functions. The average award amounted to $145.

### *Significant Agency Gains*

Each of the four largest components of the Department of Defense—Army, Navy, Air Force, and Defense Supply Agency—showed an increase in both the number of adopted suggestions and their dollar benefits.

Air Force adopted more than 23,000 suggestions with measurable benefits of $39.7 million. These savings are the highest in Air Force history and the highest ever achieved by a Federal agency.

Army led all Defense agencies in the number of adopted suggestions with a total of 24,448 and increased its measurable benefits from $19 million to $22.1 million in 1965.

**NEW RECORD IN EMPLOYEE IMPROVEMENTS**

| | *1965* | *1964* |
|---|---|---|
| SUGGESTIONS ADOPTED. | 133,449 | 118,564 |
| NO. PER 100 EMPLOYEES | 5.6 | 5.0 |
| MEASURABLE BENEFITS... | $95,897,470 | $76,101,526 |
| AWARDS TO EMPLOYEES. | $3,995,506 | $3,354,272 |
| AVERAGE AWARD..... | $42 | $40 |

*"This unparalleled record of cost consciousness and alertness to improvement on the part of our career civil servants deserves the heartiest plaudits of the American people. Each individual, each supervisor, each manager who contributed to this record has my gratitude."*

LYNDON B. JOHNSON

Navy doubled the dollar benefit return from its more than 17,000 suggestions, reporting $18.5 million in savings.

Defense Supply Agency increased the number of adopted suggestions by 32 percent and its dollar benefits rose 64 percent to $1.4 million.

Five of the nondefense agencies—Post Office, Veterans Administration, Treasury, Agriculture, and NASA—exceeded the $1 million mark in savings from adopted suggestions.

Post Office Department was the leader among all agencies in the number of adopted suggestions with a total of 40,680. The measurable return from these suggestions increased 37 percent over 1964 to $6 million—the largest savings among the nondefense agencies.

Treasury Department's record of 3,813 adopted suggestions and $1.1 million in dollar benefits represents a 63 percent and a 96 percent increase, respectively, over 1964. A major portion of these significant gains resulted from the program achievements of the Internal Revenue Service.

Other agencies showing significant increases in dollar benefits from adopted suggestions were:

| | *Increase* | *Total for F.Y. 1965* |
|---|---|---|
| Agriculture | $1, 343, 230 | $1, 790, 605 |
| HHFA | 301, 534 | 359, 618 |
| Interior | 257, 708 | 569, 817 |
| NASA | 227, 157 | 1, 255, 763 |
| FAA | 205, 564 | 411, 211 |
| State | 104, 402 | 143, 973 |
| HEW | 90, 983 | 271, 261 |
| GSA | 89, 723 | 225, 425 |

### *Top Cash Awards of 1965*

The largest award for an employee suggestion was $3,060 to Eugene L. Simpson, a supply officer at the Sierra Army Depot, Herlong, Calif., for devising a method for

LARGEST AWARD for an employee suggestion—$3,060—went to Eugene L. Simpson (*below right*), supply officer at the Sierra Army Depot, Herlong, Calif. Secretary of the Army Stanley R. Resor is shown making the presentation. Mr. Simpson devised a method for modifying obsolete cartridge cases to meet new requirements, saving $2 million in new procurement costs. (*Army photo*)

LARGEST AWARD for superior job performance—$10,000—went to a 4-man scientific team (*above*) at the Naval Research Laboratory. Capt. T. B. Owen, Director of the Laboratory, is shown (*left*) with the award winners (*left to right*): Dr. William A. Zisman, Hayward R. Baker, Dr. Curtis R. Singleterry, and Paul B. Leach. The team discovered and developed chemical cleaning procedures to recover millions of dollars worth of electronic and electrical equipment damaged by sea water, fuel oil, and smoke. (*Navy photo*)

modifying certain types of obsolete cartridge cases to meet new ammunition requirements, thereby saving $2 million in new procurement costs.

The largest award for superior job performance was a $10,000 award to a 4-man scientific team at the Naval Research Laboratory—William A. Zisman, Hayward R. Baker, Paul B. Leach, and Curtis R. Singleterry—for discovering and developing chemical cleaning procedures which have made it possible to recover millions of dollars worth of electronic and electrical equipment damaged by sea water, fuel oil, and smoke.

Other top awards included:

- A $2,080 award to Harlow H. Walker and Rodney A. Bell of the Ohio State Office, Agricultural Stabilization and Conservation Service, for an innovation in use of aerial photocopies to determine farm acreage allotments that eliminates on-site measurements with resultant savings of $1 million.
- A $2,000 award to Donald Dodd of the Air Force Systems Command, Los Angeles, Calif., for his contribution to a joint civilian-military suggestion which cut costs of certain guidance systems for Titan missiles by $3.4 million.
- A $1,905 award to 3 Internal Revenue Service agents, Treasury Department—David H. Garver, Clarence Philpot, and Rex O. Vowell—for developing a short-cut method for computing certain tax items which reduces man-hour costs by $153,102 annually.
- A $1,650 award shared by Howard E. Lewis and William E. Brown of the Post Office Department for developing a special device that cuts the cost of cleaning carrier cases in post offices throughout the country by $500,000 annually.
- A $1,400 award to 3 aerospace technologists at NASA's Marshall Space Flight Center, Huntsville, Ala.—Emmett L. Martz, John L. Burch, and William L. Kimmons—for suggesting an improved design in certain bearings in the guidance system of the Saturn space vehicle. Their design reduced bearing costs by $133,438 and also improved performance and reliability of the guidance system.
- A $1,000 award to Helen F. O'Brien, an administrative assistant in the Interior Department's Solicitor's Office, Billings, Mont., for creative efforts in organizing a consolidated law library for all Federal attorneys in Billings. Her plan produced initial savings of $26,700 in book, space, and maintenance costs and also speeds up the preparation of legal decisions.

—*Philip Sanders*

# A Look at LEGISLATION

**Major personnel legislation enacted by the First Session, 89th Congress:**

## CLAIMS

Public Law 89–185, approved September 15, 1965, amends titles 10 and 14, United States Code, and the Military Personnel and Civilian Employees' Claims Act of 1964, with respect to the settlement of claims against the United States by members of the uniformed services and civilian officers and employees of the United States for damages to, or loss of, personal property incident to their service, and for other purposes. This act increases the present limitation on the settlement of claims for personal property losses incident to the service of personnel of the military departments and the Coast Guard from $6,500 to $10,000, and on the settlement of claims up to $6,500 of the personnel of other agencies, under uniform policies prescribed by the President.

## EMPLOYMENT

Public Law 89–261, approved October 19, 1965, repeals section 165 of the Revised Statutes relating to the appointment of women to clerkships in the executive departments. This act repeals an 1870 statute which was interpreted as vesting in agency heads, rather than in the President, the authority to decide whether the filling of a position should be limited to one sex or the other.

## HEALTH BENEFITS

Public Law 89–45, approved June 22, 1965, amends the Retired Federal Employees Health Benefits Act with respect to Government contribution for expenses incurred in the administration of the act. Public Law 89–45 removes the 2 percent limitation on administrative expenses, thus permitting the Appropriations Committee to authorize such expenses as may be justified by the Civil Service Commission each year.

## HOURS OF WORK

Public Law 89–116, approved August 9, 1965, establishes a 5-day workweek for postmasters. The act also permits the basic salary of postmasters in fourth-class post offices to be readjusted on a calendar-year basis instead of a fiscal-year basis.

## PERSONNEL CEILING

Public Law 89–114, approved August 6, 1965, exempts the Postal Field Service from section 1310 of the Supplemental Appropriation Act, 1952. This act exempts permanent personnel of the postal field service from the ceiling on the number of permanent Federal employees established by the Whitten amendment.

## PAY AND RELATED BENEFITS

Public Law 89–301, approved October 29, 1965, Federal Employees Salary Act of 1965, provides a 3.6 percent increase in rates of the statutory schedules for the Classification Act, the postal field service, the Foreign Service, and the Department of Medicine and Surgery of the Veterans Administration, effective the beginning of the first pay period after October 1, 1965. Similar increases are also provided for employees of the Agricultural Stabilization and Conservation County Committees, for assistant U.S. Attorneys, and for certain employees in the legislative and judicial branches.

The act also authorizes severance pay for employees who are involuntarily separated through no fault of their own; it gives Classification Act employees the right of appeal to the Civil Service Commission when their work performance is determined not to be of an acceptable level of competence; it revises the law on overtime and holiday pay for postal employees; and it increases from $100 to $125 the maximum amount available for reimbursement to Federal employees who are required to purchase uniforms. The act also authorizes the payment of a relocation allowance to employees in the postal field service who are transferred or relocated from one official duty station to another.

## RETIREMENT

Public Law 89–17, approved May 1, 1965, clarifies the application of certain annuity increase legislation. This act clarifies beyond any doubt the designation of those persons who are entitled to receive an increase in annuities payable out of the civil service retirement and disability fund as a result of legislation enacted by Congress in 1958 and 1962.

Public Law 89–205, approved September 17, 1965, provides certain increases in annuities payable from the civil service retirement and disability fund. This act

increases annuities which commenced on or before October 1, 1956, by 11.1 percent and annuities which commenced after October 1, 1956, but not later than December 1, 1965, by 6.1 percent. The act also increases the annuities of widows and widowers of former employees who died before the survivorship amendments of 1948 by the lesser of 15 percent or $10 a month. It provides for future cost-of-living increases effective the first day of the third month after the price index shows a level for three consecutive months of at least 3 percent above the index for July 1965, or the index for the month used for determining the most recent cost-of-living increase.

Public Law 89–314, approved November 1, 1965, amends section 18 of the Civil Service Retirement Act, as amended. The new act extends the annuity increase provisions of Public Law 89–205, above, to retiring employees whose annuities commence after December 1 and not later than December 31, 1965.

### VETERAN PREFERENCE

Public Law 89–311, approved October 31, 1965, amends title 38 of the United States Code to provide increases in the rates of disability compensation payable to veterans. Section 5 of the act extends the benefits of the Veterans' Preference Act of 1944 to persons who are injured while enroute to or from induction into active military service in the Armed Forces of the United States.

**Status of major personnel legislation on which some action was taken by the First Session, 89th Congress:**

### CLAIMS

S. 1587 amends the Tucker Act to increase from $10,000 to $50,000 the limitation on the jurisdiction of the United States district courts in suits against the United States for breach of contract or for compensation. This bill enables a Government employee to join in one action in a Federal district court, both a suit for reinstatement to his Government position and one for compensation where the amount does not exceed $50,000.

Passed Senate; pending before House Judiciary Committee.

### BACK PAY

H.R. 1647 provides for the payment of certain amounts and restoration of employment benefits to certain Government officers and employees improperly deprived thereof. The purpose of this bill is to simplify and equalize existing back pay authorities so as to have a comprehensive, uniform authority for determining and computing back pay entitlement.

Passed House; pending before Civil Service Subcommittee, Senate Post Office and Civil Service Committee.

### CODIFICATION OF PERSONNEL LAWS

H.R. 10104 enacts title 5, United States Code, "Government Organization and Employees," codifying the general and permanent laws relating to the organization of the Government of the United States and to its civilian officers and employees. This bill restates in comprehensive form, without substantive change, the statutes in effect before July 1, 1965, that relate to Government employees, the organization and powers of Federal agencies generally, and administrative procedure.

Passed House; pending before Senate Judiciary Committee.

### EMPLOYEES COMPENSATION

H.R. 10721 amends the Federal Employees' Compensation Act to improve its benefits, and for other purposes. This bill increases the maximum monthly compensation from $525 to $685 a month, and the minimum from $180 to $210. The bill authorizes increases for present beneficiaries and also authorizes continuation of benefits for educational purposes to unmarried children after the age of 18 up to 23.

Hearings completed; pending before House Committee on Education and Labor.

### EMPLOYMENT

H.R. 242 extends the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment.

Passed House; hearings completed in Senate; pending before Civil Service Subcommittee, Senate Post Office and Civil Service Committee.

### HAZARD PAY

H.R. 1535 amends the Classification Act of 1949 to authorize the establishment of hazardous duty pay in certain cases. This bill authorizes the Civil Service Commission to establish a schedule of pay differentials for employees under the Classification Act who perform irregular or intermittent duties involving unusual physical hardship or hazard not involved in the usual duties or classification of their positions.

Passed House; pending before Civil Service Subcommittee, Senate Post Office and Civil Service Committee.

### HEALTH BENEFITS

H.R. 5147 amends the Federal Employees Health Benefits Act of 1959 to permit until December 31, 1965, certain additional health benefit plans to come within the purview of such act.

Reported to House; pending floor action.

## HOURS OF WORK

S. 1495 permits variation of the 40-hour workweek of Federal employees for educational purposes. This bill provides discretionary authority for the head of any agency to establish special tours of duty so that an employee may attend schools at his own expense in order to improve educational and professional qualifications for employment.

Passed Senate; pending before House Post Office and Civil Service Committee.

## LIFE INSURANCE

H.R. 432 amends the Federal Employees' Group Life Insurance Act of 1954 and the Civil Service Retirement Act with regard to filing a designation of beneficiary. The purpose of this bill is to assure there would be no uncertainty as to the beneficiary, irrespective of the existence of conflicting designations in a will.

Passed House; pending before Senate Post Office and Civil Service Committee.

H.R. 6926 provides for strengthening the financial condition of the employees' life insurance fund created by the Federal Employees' Group Life Insurance Act of 1954 and making certain adjustments in amounts of group life and group accidental death and dismemberment insurance under such act and for other purposes. This bill provides for additional Government contributions to strengthen the financial condition of the fund and increases from $20,000 to $30,000 the maximum amount of insurance which an officer or employee may carry under the act.

Passed House; pending before Senate Post Office and Civil Service Committee.

## MOVING EXPENSES

H.R. 10607 amends the Administrative Expenses Act of 1946, as amended, to provide for reimbursement of certain moving expenses of employees, and to authorize payment of expenses for storage of household goods and personal effects of employees assigned to isolated duty stations within the continental United States. This bill covers four major types of employee moving expenses: (1) The statutory weight limit on household goods for which the Government would pay shipping expenses would be raised from 7,000 to 11,000 pounds; (2) the expenses of the immediate family while en route to the new official station would be paid and in some circumstances a house hunting trip and temporary quarters would be provided; (3) reimbursement for certain costs of real estate transactions would be provided by regulations established by the President; and (4) employees would receive a flat allowance to cover miscellaneous expenses of their move not otherwise provided for.

Reported to House; pending floor action.

## POLITICAL ACTIVITY—HATCH ACT

S. 1474 creates a bipartisan commission to study Federal laws limiting political activity by officers and employees of the Government.

Passed Senate; pending before House Committee on House Administration.

## RETIREMENT

H.R. 158 amends the Civil Service Retirement Act to permit the recovery by the Government of amounts due the Government in the settlement of claims under such act. This bill provides specific authority for the Government to set off annuity payments, or refunds, payable to former employees from the civil service retirement fund in order to liquidate debts owed the Government by such former employees of the U.S. Government or the municipal government of the District of Columbia.

Passed House; pending before Retirement Subcommittee, Senate Post Office and Civil Service Committee.

## TRAVEL

H.R. 9020 amends section 7 of the Administrative Expenses Act of 1946, as amended, to provide for the payment of travel cost for applicants invited by a department to visit it for purposes connected with employment. This bill authorizes agencies to use their appropriated funds to pay travel and expenses for purposes connected with future employment for persons found tentatively qualified to serve in positions in the competitive service for which there is determined by the Civil Service Commission to be a manpower shortage.

Reported to House; pending House action.

## UPPER-LEVEL POSITIONS

S. 2393 authorizes additional GS–16, GS–17, and GS–18 positions for use in agencies or functions created or substantially expanded after June 30, 1965. This bill amends section 505(b) of the Classification Act by increasing the Government-wide quotas of positions which may be placed in grades 16, 17, and 18 of the General Schedule from 2,400 to 2,500. The 100 positions would be available for use only upon the approval of the President.

Passed Senate; pending before House Post Office and Civil Service Committee.

*—Mary V. Wenzel*

# LEGAL DECISIONS

## POLITICAL ACTIVITY

*Comptroller General's Decision B–73888, June 10, 1965.* An employee removed from the service because of activities prohibited by section 9 of the Hatch Act cannot be paid his accrued and unpaid salary or any payment for annual leave. The decision is based on the language of section 9(b) of the Hatch Act: "any person violating the provisions of this section shall be immediately removed from the position or office held by him, and thereafter no part of the funds appropriated by any Act of Congress for such position or office shall be used to pay the compensation of such person."

## SUITABILITY—IMMORAL CONDUCT

*Scott* v. *Macy,* Court of Appeals, District of Columbia, June 16, 1965. Appellant, an applicant for Federal employment, was rated ineligible by the Commission on the ground of immoral conduct (homosexuality). He requested specification of how, when, and where he had conducted himself immorally so he could answer " the broad, indefinite allegation of immoral conduct." The Commission responded, "the record disclosed convincing evidence that you have engaged in homosexual conduct, which is considered contrary to generally recognized and accepted standards of morality." After exhausting his administrative remedies, appellant unsuccessfully attacked the Commission's action in the District Court (*Journal,* Vol. 4, No. 4).

The Court of Appeals in a 2–1 decision reversed. The Court said, "The Commission excluded appellant from public employment because it concluded that he had engaged in 'immoral conduct.' The stigmatizing conclusion was supported only by statements that appellant was a 'homosexual' and had engaged in 'homosexual conduct.' These terms have different meanings for different people. They therefore require some specification. The Commission must at least specify the conduct it finds 'immoral' and state why that conduct related to 'occupational competence or fitness,' especially since the Commission's action involved the gravest consequences. . . . The Commission may not rely on a determination of 'immoral conduct' based only on such vague labels as 'homosexual' and 'homosexual conduct,' as a ground for disqualifying appellant for Government employment. For this reason and for the reasons stated in Judge McGowan's separate opinion we reverse the judgment of the District Court." (Judge McGowan concurred "solely for what seem to me to be the inadequacies, in terms of procedural fairness, of the notice given to appellant of the specific elements constituting the 'immoral conduct' relied upon as disqualifying him for all Federal employment.")

## VETERANS APPEALS—HEARING

*Williams* v. *Zuckert,* District Court, District of Columbia, August 16, 1965. In April 1963, the Supreme Court remanded the case of *Williams* v. *Zuckert* (a case involving a veteran's contention that he was improperly denied the right to cross-examine at his hearing before the Civil Service Commission) to the District Court to hold a hearing to determine, among other things, whether he had made a timely effort to obtain the presence of the desired witnesses at his hearing. (*Journal,* Vol. 4, No. 1.)

In August 1965, the District Court issued its order. The court ruled that the plaintiff had made timely and sufficient attempt to obtain the presence of the witnesses at his Civil Service Commission hearing and thereby discharged his burden under the applicable regulations; that the Air Force's failure to produce the witnesses pursuant to plaintiff's proper and timely demand was in violation of the applicable Commission and Air Force Regulations. The order concludes: "The issue whether the Air Force's removal action was rightfully taken, or is to be deemed a nullity, is not presently before the court for determination. It would come before the court on proper judicial review only after the Commission has been afforded due opportunity to correct the procedural error occurring at the Commission hearing held on plaintiff's appeal, and redetermine on the merits the validity of the Air Force's removal action."

## MISCELLANY

In other cases the courts made the following decisions:

- Held that the Civil Service Commission was not required by law to allow plaintiff's appeal, taken approximately 21 months after his purported coerced resignation. *Simpson* v. *Groark, et al,* District Court, Illinois, May 26, 1965.
- Reaffirmed an earlier ruling (*Swanson* v. *United States, Journal,* Vol. 5, No. 2) that section 621(d) of the Foreign Assistance Act gave the Administrator of AID full discretion to decide which employees of ICA should be transferred to AID—without regard to the provisions of the Veterans' Preference and Lloyd-LaFollette Acts. *Kirschner* v. *United States,* Court of Claims, July 16, 1965.
- Ruled that the Postal Union's suit for exclusive recognition under Executive Order 10988 "was not appropriate for judicial redress." *Manhattan-Bronx Postal Union, et al* v. *Gronouski,* Court of Appeals, District of Columbia, July 29, 1965.

*—John J. McCarthy*

# TRAINING DIGEST

## THREE NEW TRAINING CENTERS SET UP

The Department of the Army, Federal Aviation Agency, and Internal Revenue Service have each established new training centers in the past 6 months.

Theodore Rademaker, director of the IRS National Training Center, heads the largest of the 3 new organizations. With the aid of an agencywide recruiting program, the instructional staff has been assembled. Teaching aids, furniture, and other equipment are being rapidly assembled to make the new space in Arlington, Va., fully operational.

The IRS Center will create servicewide training materials for audit, collection, intelligence, and other functional areas. It will create training materials and courses for executives, managers, and supervisors, and will also offer correspondence training.

Lacy L. Saunders, chief of the Army's new Civilian Training Center, Washington, D.C., heads a small staff which provides training for both the military and civilians in civilian personnel management. His staff will also review research into new methods of instruction, experiments on group dynamics, and reports on the psychology of learning.

Among the courses to be offered by Army's Center: personnel management for executives, civilian personnel officers course, introduction to civilian personnel management, recruitment and placement course, training and development course, and position and pay management.

Richard J. Alfultis is the acting director of FAA's Management and General Training Schools, Atlantic City. The new center will have its own training facilities in the near future but for the present will administer courses previously conducted by several other organizational segments of the agency. Present courses include: executive school, advanced executive development program, and administrative development program.

## PRESIDENT URGES CAREFUL SELECTION FOR KINGS POINT

Federal agencies "need to make careful selections" of those they nominate to attend the Executive Seminar Center, Kings Point, N.Y., said President Johnson this summer. "They should be sure to nominate not those who can be most easily spared, but those who ordinarily can't be—the men and women who show real potential for assignment to career positions of greatest responsibility."

A new center is being sought on the West Coast, John W. Macy, Jr., Chairman, U.S. Civil Service Commission, announced recently. Testifying before the House Committee on Government Operations, Mr. Macy said that a lack of capital funds to acquire suitable space for "live-in" training is handicapping the search. While he would continue present practice by which agencies reimburse the Commission for current costs of training, he is now considering the possibility of seeking authority and funds to acquire or remodel space for training facilities.

## CSC SUPPORTS WORK-STUDY PROGRAMS

Students in cooperative work-study programs in shortage occupations may now be hired more readily as a result of a new Schedule B regulation issued by the Commission in June (see Federal Personnel Manual 213–E–1). First, the hiring agency must enter into written agreements with appropriate colleges as to the standards for appointment and retention of cooperative students in the program. These standards must be at least equal to Handbook X–118 qualification requirements.

The agency may then hire, noncompetitively, cooperative students in shortage occupations from these colleges. A student trainee who successfully completes his cooperative work-study program may be given a probational appointment in a GS–5 or GS–7 professional position in the field of work in which he was trained. He must also have successfully completed his work for a bachelor's degree, have had at least 6 months' work experience, and be able to meet citizenship and members-of-family requirements.

## NEEDY STUDENTS AS TRAINEES

The employment of needy students in Federal jobs has been facilitated by a new schedule of authority, section 213, 3102(W), available to all agencies in the President's back-to-school drive. Students who need work to stay in school may be employed under the authority for up to 15 hours a week in laboring or routine positions. Details are in FPM Letter No. 213–5, September 3, 1965.

In another program, needy vocational students may be assigned to Federal agencies for up to 15 hours a week while classes are in session. Here the local educational agency pays the students; the Federal agency serves as "host" rather than as employer. Students so assigned are not Federal employees for purposes of laws administered by the Commission. (See Bulletin No. 300–4, 8/2/65.)

## ARMY STEPS UP USE OF FACULTY MEMBERS

Visiting professors will be brought in increasing numbers to the laboratories of the Army Material Command, the Army announced recently. Using authority granted in the Federal Personnel Manual (see *Civil Service Journal*, October–December 1962, p. 24), Army is seeking to encourage educational institutions to release more

of their faculty members for assignment to the laboratories.

Agencies may appoint bona fide professors and instructors with special qualifications of direct benefit to the Government to employee development, instructional, scientific, professional, or analytical positions for periods up to 1 year.

## TRAINING UNION OFFICIALS

Should an agency provide training to officials of employee unions? The question, raised by agencies under Executive Order 10988, was recently answered by the Commission. See CSC Bulletin 711–8, August 4, 1965.

An agency should not train union people in how to negotiate agreements, but may offer other types of EMC training to them. How to negotiate agreements should, of course, be included in training offered by an agency to its own staff.

## PRE-EXAMINATION COACHING

If a Federal agency requires a written examination for promotion, may some of its employees coach prospective exam takers? The question arises because of a long-standing Executive order (No. 9367) which prohibits instruction "with a view . . . to special preparation" for civil-service examinations.

A Federal employee union conducted a training course for employees of an agency which requires employees to take a subject-matter examination, among other requirements, in order to be promoted to certain kinds of work. The instructors were both members of the union and employees of the agency. The General Counsel of the Commission pointed out that the intent of the Executive order is to protect open competitive examinations and other tests imposed by the Commission and is not meant to and does not apply to tests required by agency policy. Therefore, the instruction was not in violation of the Executive order.

## TRAINING NOTES

*Private enterprise* was the site for training of 25 Federal career employees in grades GS–17 and up. The Conference for Federal Executives on Business Operations, conducted by Brookings Institution, is to be repeated this fall and in the spring.

*Legislative employees* of the Senate and the House would be authorized to be sent at Government expense to outside training courses by an amendment to the Government Employees Training Act (S. 2345). Such employees may now attend interagency training courses.

*Understudies* should be developed in greater numbers than ever, says the Department of Agriculture's Office of Personnel in "Manpower Outlook, 1965–1970." Their analysis of employment figures shows a great need to develop employees with potential, update knowledges and skills, and supplement inadequate supply in unique or shortage occupations.

*Manpower and Development Training Act trainees* are performing well. The degree of employer satisfaction, assessed by a private research firm, is reported in the 1965 "Manpower Report of the President." Of 350 employers of MDTA graduates, 37 percent described the work of the trainees as excellent or better than average, and 42 percent described it as about average.

*Reading improvement training* without mechanical aids is superior to such training with them, according to one researcher. Dr. Dan H. Jones, University of Detroit, reports in *Personnel Psychology,* Fall issue, that after 18 months the book-trained persons did better in both speed and comprehension.

*Industrial workshops,* seminars, training programs, extension courses, demonstrations, and field visits may be supported by the Department of Commerce for State-conducted programs. This authority is granted by a new law, the State Technical Services Act, which provides for the dissemination of scientific and engineering information to businesses and industries.

*—Ross Pollock*

NOW THIS IS *QUALITY*— Two employees of the National Institutes of Health are among the many on the Bethesda, Md., "campus" who are heaping honors upon the Federal Government, upon their employing organizations, and upon themselves. These two happen to be husband and wife. Dr. Nina Starr Braunwald, open-heart surgeon and research scientist at the National Heart Institute, has been chosen as America's outstanding woman in the field of medicine by the board of editors of "Who's Who of American Women." Her husband, Dr. Eugene Braunwald is chief of the National Heart Institute's Cardiology Branch. He was named one of the ten outstanding young men in Government and awarded a 1965 Arthur S. Flemming Award for his accomplishments in medical science. These are just two of their many honors and awards. They live in Bethesda with their 3 children. (*NIH photos*)

*The Vision of Man:*

# GOVERNMENT'S SCIENCE EXHIBIT NOW SHOWING IN CALIFORNIA

On November 18, 1965, *The Vision of Man,* the Federal Science and Engineering Exhibit, opened at the California Museum of Science and Industry, Los Angeles. The show was officially opened by Dr. Glenn T. Seaborg, Chairman, U.S. Atomic Energy Commission. Prior to the Los Angeles opening, the exhibit had been on display at the World's Fair and at the Smithsonian Institution where President Johnson cut the ribbon.

After the opening ceremony at Los Angeles, Dr. Seaborg addressed a group of officials from the Museum, nearby Federal installations, and private industry at a luncheon. Following are excerpts from his remarks.

---

♦ When this exhibit was opened for the first time, at the Smithsonian Institution in Washington on April 6, President Johnson stated in his remarks for the occasion: "Throughout our entire history, American respect for science, and our devotion to the freedom of the scientific community, have had much to do with our evolution as a Nation and our success and our happiness as a people. . . . All along, there has been one distinguishing feature of this relationship between State and science, and that distinguishing feature is our unwavering determination that the end of science shall be the betterment of man rather than the aggrandizement of the State."

I would like to expand somewhat on this theme today and talk briefly of how the role of our Government in science springs from the needs of the people, and how this partnership between the Federal Government and science contributes to the well-being of us all. . . .

Taking the broad look at the historical rise of science and technology and the parallel role of the Federal Government in supporting it, we see that the growth of the Government's interest and participation followed, more or less, the needs of the country. . . . In a young and vastly unexplored land there was little need for the Government to become involved in most phases of science and technology. But needs did arise, and as they did the Government began to participate accordingly. One of the first of these needs was to explore and to learn more about the immense country to which we had fallen heir as a new Nation, yet about whose land, lakes, rivers, mountains, and resources we knew so very little. It was natural, therefore, that among the first scientific ventures sponsored by the Government was the Lewis and Clark Expedition, and that one of our first Federal scientific agencies was the Geological Survey. Soon to follow were the Naval Observatory and Geodetic Survey. . . .

In the beginning we were primarily an agrarian society, and fortunately one of the first executive departments to become scientifically oriented was our Department of Agriculture. Food is important to every nation, and it was particularly important to a young and growing America, a country to which many fled to escape famine in other lands. . . . I think there is little doubt that the work of the Department of Agriculture is to a great extent responsible for our remarkable food production which is emulated by all nations of the world. Continuing along the lines of this thesis—that the Federal Government's role in science has been responsive to the people's needs—I could also point to the evolution of the Public Health Service, and eventually, the National Institutes of Health, as examples. . . .

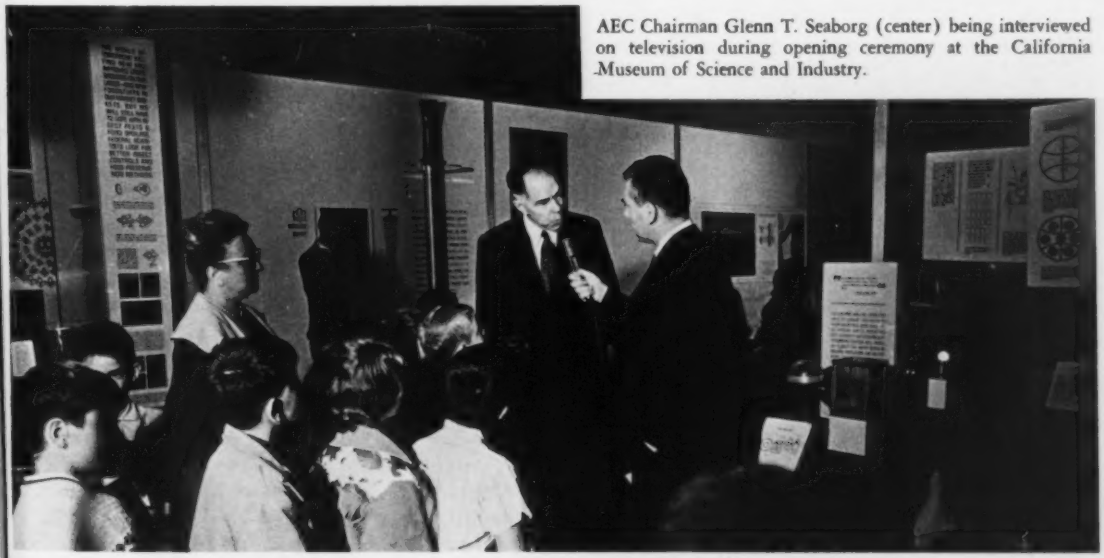
Today Federal interest in our health sciences continues to respond to public need. And I do not think there can be any doubt of how far we have come in providing good health to our people because of this participation by the Government. The same principle applies to the Government's role in defense, in transportation, in communication, and in education. . . .

Some people say that "money talks," and if it does, it speaks most loudly—perhaps I should say *eloquently*—of our national investment in science. This year we will spend about $21 billion on what is conveniently called these days "research and development." Of this $21 billion, some two-thirds will come from the Federal Government. This catch-all category of research and development includes basic research, applied research, design, engineering and the building of prototypes—in other words, it takes in most aspects of science and technology. To realize the rapid growth of funds devoted to science in this country, one has only to look back to 1942 when the Nation's entire expenditure on science just reached the $1 billion mark. . . .

Government agencies are largely responsible for an important new phenomenon which has occurred essentially in the past two decades—that is, the emergence of the extremely productive alliance of the Federal Government, Science, and Industry. And this, I might add, includes a large part of the educational community, namely, the Universities. I think that this alliance is to a major extent responsible for this country's amazing economic growth in recent years. I believe that both this alliance and the productiveness it has fostered will continue to the benefit of all concerned—particularly the American public. . . .

I am pleased that the exhibit contains a Career Guidance Center which spotlights our increasing need for scientists, engineers and technicians, and tells of opportunities for scholarships, fellowships and grants available in these fields. I think it is of vital importance that we encourage and guide the young people today who show talent and an inclination in scientific and technical areas. In this respect, I believe the entire exhibit will be helpful.

I think the need for exhibits such as this, and the importance of disseminating all information which can further the public understanding of science, have become obvious in recent years. We are living in an age when every citizen—if he is to actively participate in this democratic society—must have a better understanding of those forces which every day, to a greater and greater degree, are shaping our lives and the lives of our children. This is one of the reasons why I hope that the exhibit will, as it has in Washington and New York, attract a great many visitors . . . so that the people of California can see, and take pride in, what their Government is doing to direct the power of science toward the well-being of man. ♦



AEC Chairman Glenn T. Seaborg (center) being interviewed on television during opening ceremony at the California Museum of Science and Industry.

## UNDERSTANDING YOUNG EMPLOYEES

This past summer over 880,000 young Americans between the ages of 16 and 21 were provided work and training opportunities under the President's Youth Opportunity Campaign. Among this group were over 25,000 young people who were employed by Federal departments and agencies, while another 50,000 were enrolled in the Neighborhood Youth Corps. As a result of the nationwide campaign, unemployment for the 16 through 21-year-old group dropped from 18.5 percent to 12.3 percent in June. But the significance of the program is measured not only by these figures, but also by what it meant to the participating youngsters. A 17-year-old girl working in the Washington office of the Department of Labor personnel division said that her job was not just a summer job, but "my ticket to the future."

This winter it would be well for Federal managers and supervisors to contemplate that remark and prepare themselves for next summer's youthful employees. A few books published within recent years provide some insights on the problems that face today's youth. Having a feel for the forces that shape the attitudes and values of our young people should be useful to Federal managers, particularly since an estimated 26 million adolescents will seek work in the 1960's.

***The Next Generation.*** Donald N. Michael. Random House, 1965. 207 pp.

Dr. Michael's book is based upon a report that he prepared in 1963 for the Department of Health, Education, and Welfare and for a Presidential committee. Its purpose was to study the conditions over the next 2 decades that need to be considered in planning youth development programs. It examines, for instance, the conditions that are essentially independent of the influence of youth developers, such as the economic and technological developments. The conditions over which youth developers can exercise considerable influence, such as education, are also discussed.

The heart of this book is the discussion of the consequences of trends that Dr. Michael describes earlier. Contrary to other social scientists such as Herbert Simon, he believes that the cybernated society (i.e., automated and computerized) which is evolving in our country will have far-reaching effects on the kind of world we live in and the values and viewpoints that we develop in response to that world. Attitudes toward work and leisure will be substantially different in the years to come from what they are now. Some of the prospects for the youth of today and tomorrow will disturb the reader. This is a challenging book.

***Dilemmas of Youth in America Today.*** Edited by R. M. MacIver. Institute for Religious and Social Studies (distributed by Harper & Brothers), 1961. 131 pp.

This slim volume of essays by outstanding scholars attempts to throw light on the influences that are impinging on our young people and to indicate the source of difficulties and tensions to which modern youth is exposed. The personal dilemmas of youth that originate in the family setting are discussed, particularly those of children from underprivileged families.

Of particular interest is the emphasis on understanding adolescence—that period in the life of an individual "when the society in which he functions ceases to regard him (male or female) as a child and does not accord to him full adult status, rules, and functions." Although many dilemmas of youth are not new, the fantastic rate of change in our society is causing "the gap between successive generations to become wider and wider." The demands upon adults and youth to bridge this gap are becoming increasingly acute.

Although some essays are a bit dated, most of them provide insight that managers will find useful.

***Coming of Age in America.*** Edgar Z. Friedenberg. Random House, 1965. 300 pp.

This book will both amuse and disturb you. It is a study of boys and girls of high school age, the school society in which they live, and the interplay between societal and educational values.

The author draws his conclusions from a first-hand study of a number of representative American high schools. The results of psychological tests, as well as hundreds of direct interviews with adolescents, are described in detail.

Dr. Friedenberg found that students were suspicious of and hostile to people whose sense of privacy and dignity conflicted with group demands. These adolescents admired students who were socially well rounded and were distrustful of those who were independent and self-sufficient—those who did not need to gain their identity from conformity with the group. These and other values are discussed at length.

Dr. Friedenberg has much faith in our youth and not much in our schools as they now function. He decries the emphasis that is placed on education primarily as a tool to a better job. Education as self-enrichment is almost nonexistent within current secondary educational philosophy, he says.

*—William A. Medina*


U.S. GOVERNMENT PRINTING OFFICE : 1966—O-794-500

## Worth Noting *(Continued)*

Under the Voting Rights Act, the Commission is charged with the listing of eligible voters without regard to race or color in counties designated by the Attorney General in which less than half of those eligible to vote were registered or had cast ballots in November 1964.

ETHICS AND CONDUCT STANDARDS for executive branch employees have been published by the Civil Service Commission. Agencies are required to prescribe their own rules within the boundaries of the CSC regulations.

CSC Chairman John W. Macy, Jr., said: "We have attempted to incorporate into these rules (based on Executive Order 11222) some practical guideposts that Federal employees may follow as they strive to make sound ethical decisions when they are confronted with difficult choices."

CHANGES IN PREMIUM RATES and benefits became effective January 1 for many of the 37 plans participating in the Federal Employees Health Benefits program. Twenty plans have increased premium rates, mostly in the high options. Half of these plans have made some changes in benefits. In all, 21 plans are changing benefits, including improved benefits for mental and nervous conditions.

The increases will affect about 800,000 employees and annuitants. The date of the next open season for changing enrollments has not been determined, but it will be announced and held before February 1968.

HIGHER THAN NORMAL entrance salaries for exceptionally well qualified applicants in grades GS–13 and above have been approved by the Civil Service Commission in 140 out of 154 requests from Federal agencies.

This authority, under provisions of the Salary Reform Act of 1964, enables agencies to recruit highly qualified eligibles they want and need in specific jobs—eligibles who will not accept the salary prescribed by the entrance-level step in the grade for which they are eligible, but who indicate willingness to accept a higher salary step in the same grade.

DEPARTMENT AND AGENCY HEADS have been asked by the Chairman of the Civil Service Commission to assume personal responsibility in the President's back-to-school, stay-in-school drive for young people.

Chairman John W. Macy, Jr., cited three vehicles that may be used to provide part-time work for young people who need part-time earnings to stay in school: the Vocational Education Act of 1963 and the Economic Opportunity Act, both of which permit Federal installations to provide work stations for students, and a special Civil Service appointing authority that will facilitate part-time employment of needy students.

*Joseph E. Oglesby*

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)

VOLUME ONE